DOCUMENT RESUME

ED 049 389 VT 012 969

TITLE	Proceedings of the Training Institute for Rural Disadvantaged, August 17-21, 1970.
INSTITUTION	Minnesota State Dept. of Education, St. Paul. Div. of Vocational and Technical Education.; North Dakota State Board for Vocational Education, Bismarck.; South Dakota State Dept. of Public Instruction, Pierre. Div. of Vocational-Technical Education.
SPONS AGENCY	Office of Education (DHEW), Washington, D.C. Bureau of Educational Research and Development.
PUB DATE	70
NOTE	131p.
EDRS PRICE	EDRS Price MF-$0.65 HC-$6.58
DESCRIPTORS	Adult Education, Cooperative Education, Counselors, *Culturally Disadvantaged, Evaluation, Guidance Programs, *Institutes (Training Programs), Post Secondary Education, *Professional Personnel, Secondary Education, Teaching Techniques, *Vocational Education

ABSTRACT

One hundred and nineteen professional workers in vocational education, including administrators, counselors, and teachers, attended the training institute that was designed to better prepare them to meet the needs of the rural disadvantaged through secondary, postsecondary, and adult vocational programs. Presentations included: (1) "Techniques for Teaching the Disadvantaged" by Charles F. Nichols, Sr., (2) "Vocational Education for the Disadvantaged: What Has Been Done" by Charles H. Rogers, (3) "Group Guidance and Exploratory Instruction" by Donald Priebe, (4) "Group Guidance and Exploratory Instruction" by Odell T. Barduson, (5) "Adapting Adult Education to the Disadvantaged" by Edgar Persons and Gary Leske, (6) "Adapting Cooperative Vocational Education Programs to Meet the Needs of the Rural Disadvantaged" by Max L. Amberson, and (7) "Evaluating Programs for the Disadvantaged" by Paul Marvin and George Copa. The Institute was evaluated by the participants and a committee, with the results recorded in this document. A followup study is to be made available at a later date. (GEB)

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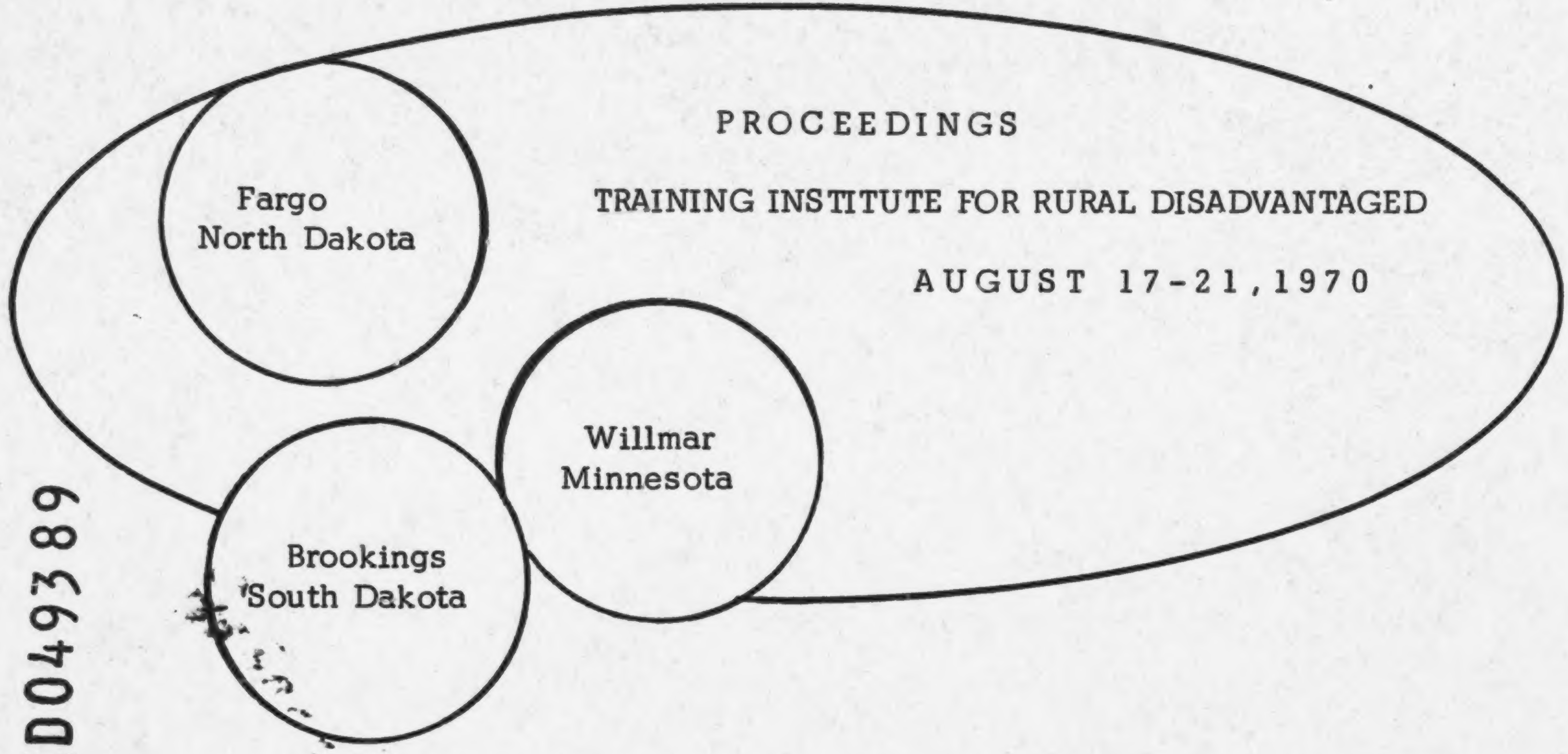

PROCEEDINGS

TRAINING INSTITUTE FOR RURAL DISADVANTAGED

AUGUST 17-21, 1970

Sponsored by
The State Boards for Vocational Education

in

Minnesota, North Dakota and South Dakota

and

University of Minnesota,
North Dakota State University,
South Dakota State University.

In Cooperation With

The Bureau of Educational Personnel Development
U. S. Office of Education, under the
Education Professions Development Act

Project Director, DR. DONALD PRIEBE

VT012969

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Project Director

Dr. Donald W. Priebe
Professor and Chairman
Department of Agricultural Education
North Dakota State University
Fargo, North Dakota

State Institute Directors

Mr. Shubel D. Owen
Department of Agricultural Education
North Dakota State University
Fargo, North Dakota

Dr. Hilding Gadda
Department of Agricultural Education
South Dakota State University
Brookings, South Dakota

Mr. Hal Birkland
State Department of Education
Centennial Office Building
St. Paul, Minnesota

Cooperating Agencies

Bureau of Personnel Development, United States Office of Education
North Dakota State Board for Vocational Education, Bismarck, N.D.
Minnesota Division of Vocational-Technical Education, St. Paul, Minn.
South Dakota Division of Vocational-Technical Education, Pierre, S.D.

and

University of Minnesota, St. Paul Campus, St. Paul, Minn.
North Dakota State University, Fargo, N.D.
South Dakota State University, Brookings, S.D.

STAFF

Dr. Max Amberson
Montana State University

Mr. Odell Barduson
Minnesota State Department of Education

Dr. George Copa
University of Minnesota

Dr. R. Paul Marvin
University of Minnesota

Mr. Charles F. Nichols, Sr.
Minneapolis Area Vocational-Technical School and
Member National Advisory Council for Vocational Education

Dr. Dean Palmer
Montana State University

Dr. Edgar Persons
University of Minnesota

Dr. Charles Rogers
North Carolina State University

Dr. Gary Leske
South Dakota State University

STATE STAFF MEMBERS

The following State Vocational Education staff members also assisted or participated in one of the state institute sessions.

MINNESOTA

Mr. Hal Birkland
Coordinator of Special Needs

SOUTH DAKOTA

Mr. E. B. Oleson
State Director of Vocational Education

Mr. E. W. Gustafson
State Supervisor of Agricultural Education

Mr. Melvin Beemer
State Supervisor of Distributive Education

Mr. Roy Ziegler
State Supervisor of Trade & Industrial Education and
Assistant State Director

NORTH DAKOTA

Mr. Carrol Burchinal
State Director of Vocational Education

Mr. Larry Selland
Assistant State Director of Vocational Education

Mr. Robert Lamp
State Exemplary Project Staff

Mr. Harry Weisenberger
State Exemplary Project Staff

PARTICIPANTS

Brookings, South Dakota Institute

Mrs. Melba E. Byrkeland
912 W. 15th
Yankton, SD 57078

Mr. Thomas J. Dagel
Box 387
Lake Preston, SD 57249

Mr. E. R. Dobberstein
Baltic, SD 57003

Mr. Laurence Gebur
DeSmet, SD 57231

Mr. Clarence R. Hall
55 10th Ave. NW
Watertown, SD 57201

Mr. Stanley A. Halla
1402 Greenbriar St.
Rapid City, SD 57701

Mrs. Patricia Holmquist
Broadacre Trailer Court
Brookings, SD 57006

Mrs. LaVonne Kurtz
Hawrysh Apt. 2
Brookings, SD 57006

Mr. Jerome Kleinsasser
1011 Circle Drive
Brookings, SD 57006

Mrs. Jeri Kurtz
Rt. 1, Box 186
Northside Trl Ct #11
Volga, SD 57071

Miss Arline Miles
413 5th St. SE
Watertown, SD 57201

Mr. Delmer C. Miller
Elkton, SD 57026

Mr. Larry J. Norton
Mellette, SD 57461

Miss Dorothy Petersen
Box 382
Avon, SD 57315

Mr. Don Reichert
Geddes, SD 57342

Mr. Duane R. Serlet
1045 Circle Drive
Brookings, SD 57006

Mr. Donald Shippy
Rt. 2, Box 88
Canby, MN 56220

Mrs. Frances Smith
Box 196
Alpena, SD 57312

Mr. Richard L. Smith
Box 269
Fort Yates, ND 58538

Mr. Robert Stewart
404 12th Avenue
Brookings, SD 57006

Mrs. Hazel Tonseth
110 5th St.
Dell Rapids, SD
57022

Mr. John Wangberg
Box 415
Willow Lake, SD
57278

Willmar, Minnesota Institute

Mr. Richard W. Amendt
120 Hilltop Avenue
Jackson, MN 56143

Mr. Leo A. Ardolf
Rt. 2, Box 18
Maple Lake, MN 55358

Mr. Charles Asman
124 Hilltop Avenue
Jackson, MN 56143

Mr. Jan H. Bents
Stewart, MN 55385

Mr. Willis W. Black
1106 W. 3rd St.
Willmar, MN 56201

Mr. Donald Brandt
1209 SW 18th St.
Willmar, MN 56201

Mr. Jon Griepentrog
RR #1, Box 106A1
Willmar, MN 56201

Mr. William Guelker
405 5th St. SE
Staples, MN 56479

Mr. Robert G. Halvorson
1109 Quincy Avenue
Willmar, MN 56201

Mr. Delbert Hodgkins
118 Kreig St.
N. Mankato, MN 56001

Mr. Eugene Hundeby
RR #1
Zumbrota, MN 55992

Bernardine Huschle
525 5th Ave. N.
Cold Spring, MN 56321

Mr. Robert Jacobson
1443 Grace Avenue
Willmar, MN 56201

Mr. Wayne Johansen
2345 University Ave.
St. Paul, MN 55114

Mrs. Bette Johnson
213 W. Minn. Ave.
Willmar, MN 56201

Willmar, Minnesota Institute, con't

Mr. Howard Johnson
578 E. Lane St.
St. Charles, MN 55972

Mr. Gary C. Jorgensen
300 N. 17th St.
Willmar, MN 56201

Mr. Thomas O. Kajer
919 N. 5th St.
Staples, MN 56479

Mrs. Dona Koeberl
Rt. 1
Atwater, MN 56209

Mr. Robert J. Krocak
940 Goebel Circle
Hutchinson, MN 55350

Mr. George LaPatka
2333 W. Gorton Ave.
Willmar, MN 56201

Mr. Dennis Lehto
Evansville, MN 56326

Mr. John J. Murray
SW Minn. Voc. School
Jackson, MN 56143

Mrs. Jessie M. Nelson
Box 238
New London, MN 56273

Mrs. Maureen Nelson
303 E. James St.
Paynesville, MN 56362

Mr. Edward O'Connell
Technical H.S. Bldg.
St. Cloud, MN 56301

Mr. Horace J. Olson
134 Circle Drive
Jackson, MN 56143

Mr. Rodger E. Palmer
4032 Robinson St.
Duluth, MN 55804

Mr. Mark Peterson
308 S. 6th St.
Virginia, MN 55792

Mr. Norbert Phillips
705 3rd Ave. NW
Plainview, MN 55964

Mr. J. V. Raine
1404 6th St. NW
Austin, MN 55912

Mr. Donald Rinke
800 Johanna
Willmar, MN 56201

Mr. Eugene Stillwell
RR #1, Box 175A
Fergus Falls, MN 56537

Mr. Jimmy Terhune
700 E. 2nd St.
Willmar, MN 56201

Mr. John L. Thell
1319 Kandiyohi Ave.
Willmar, MN 56201

Mr. Clifford D. Vrieze
235 5th St. NW
Plainview, MN 55964

Mr. Donald B. Walker
719 Olmstead
Winona, MN 55987

Mr. Raymond M. White
2125 12th Ave. E.
Hibbing, MN 55746

Mr. John R. Ziegler
510 Madison N.
Pierre, SD 57501

Mr. John W. Zwiebel
Owatonna, Minn. 55060

Mr. Paul J. Callanan, Jr.
Foley, MN 56329

Mr. Leland Wilken
Box 11
Osakis, MN 56360

Fargo, North Dakota Institute

Miss Stella Aanrud
Box 698
Jamestown, ND 58401

Mr. Jack H. Adams
1015 4th St.
Devils Lake, ND 58301

Miss Dorothy Anderson
Leeds, ND 58346

Mr. Kenneth Anderson
Box 681
New Town, ND 58763

Mr. Maurice Anderson
Twin Valley, MN 56584

Mr. David Bakken
RR #1, Box 192
Barnesville, MN 56514

Mr. Roger Beaver
Box 25
Rolette, ND 58366

Miss Lucy Billy
Lisbon, ND 58054

Mr. Robert Block
822 2nd Ave. SE
Grand Rapids, MN 58744

Mr. J. A. Broton
Box 307
New England, ND 58647

Mr. Robert C. Carlson
Courthouse
Minot, ND 58701

Mr. Quentin Christman
RR #1, Box 126
Rugby, ND 58368

Fargo, North Dakota Institute, con't

Mrs. Margaret Cummings
Enderlin, ND 58027

Mrs. Thordis Danielson
431 2nd Ave. S.
New Rockford, ND 58356

Mr. Robert Dobrenski
315 Broadway
Detroit Lakes, MN 56501

Mr. Don Eklund
Box 688
Hettinger, ND 58639

Mr. Leonard Enander
Turtle Lake, ND 58575

Mrs. Audrey Erickson
Bowman, ND 58623

Mr. LeRoy P. Fettig
Box 144
Mandaree, ND 58757

Mr. Lester Fettig
New Town, ND 58763

Mrs. Milda Gulleson
Rutland, ND 58067

Mr. Lowell Gunderson
708 4th Ave. E.
Ada, MN 56510

Mr. Tom Hanson
Lisbon, ND 58054

Mr. Richard Hauck
McMahon Hall
5th St. N.
Wahpeton, ND 58075

Mr. A.C. Hendrickson
Rugby, ND 58368

Mr. Lawrence Hoffman
Wyndmere, ND 58081

Mr. Curtis Jensen
308 3rd St. N.E.
Garrison, ND 58540

Mr. Gerald K. Johnson
RR #3
Frazee, MN 56544

Mr. Duane Lemmon
Rt. 2, Box 46A
Detroit Lakes, MN 56501

Mr. Elwin Leverington
Rt. 2
Roseau, MN 56761

Mr. Dean McNelly
339 8th St. NW
Fosston, MN 56542

Mr. Donald Matter
RR #2, Box 81
Devils Lake, ND 58301

Mr. Ray Maxson
609 7th St. S.
Moorhead, MN 56560

Mr. Ken Melin
Park River, ND 58270

Mr. Martin L. Nier
Box 5
Fort Ripley, MN 56449

Mr. Gary H. Olson
305 11th St. N.
Wheaton, MN 55296

Mrs. Evelyn Piper
Minnewaukan, ND 58351

Mr. Verdine D. Rice
1301 E. Hillcourt
Williston, ND 58801

Mrs. Connie Robbins
Milnor, ND 58060

Mrs. Phyllis Rydell
Rosholt, SD 57260

Mr. Ivan J. Sand
1007 Riverwood
Little Falls, MN 56345

Mr. Glenn Schimke
Box 452
Hillsboro, ND 58045

Mr. Ed Sisler
824 N. Main
Thief River Falls, MN 56701

Mr. E. J. Shukle
Box 547
Red Lake Falls, MN 56750

Mr. Warren N. Skow
723 6th St.
Devils Lake, ND 58301

Mr. Merlin Skretvedt
Box 3
Ulen, MN 56585

Mrs. Beverly Slotten
2917 Edgewood Drive
Fargo, ND 58102

Mr. Donald Stevenson
1431 N. 7th St.
Wahpeton, ND 58075

Mrs. Dallas Sturlaugson
Minnewauken, ND 58351

Mr. Morris Thingstad
219 2nd St. W.
West Fargo, ND 58078

Mr. George Thomas
636 5th Ave. SW
Perham, MN 56573

Mr. Lyle Thorson
4711 Chestnut St.
Grand Forks, ND 58201

Mr. G. A. Tooley
Box 433
Lisbon, ND 58054

Fargo, North Dakota Institute, con't

Mr. Leo M. Waletich
8th Avenue East
Sisseton, SD 57262

Mr. Westley Wankel
Hillsboro, ND 58045

Miss Karen Botine
1419 21st Street
Apartment 1
Bismarck, ND 58501

Mrs. Merlin (Daphne) Skretvedt
Box 3
Ulen, MN 56585

INTRODUCTION

The Training Institute for Rural Disadvantaged was held during the week of August 17 - 21, 1970. Concurrent sessions were held in Willmar, Minnesota, Fargo, North Dakota, and Brookings, South Dakota. There were 119 participants in the sessions which were conducted by one central staff.

The planning committee met on June 18 and 19 to draft preliminary plans for the Institute. Planning committee members were: Dr. Gordon I. Swanson, University of Minnesota; Dr. R. Paul Marvin, University of Minnesota; Dr. Max Amberson, Montana State University; Professor Shubel D. Owen, North Dakota State University; Dr. Don Priebe, North Dakota State University; Dr. Gary Leske, South Dakota State University; and Dr. Stanley Sundet, South Dakota State University. Dr. Don Priebe of North Dakota State University was Project Director.

The Institute was conducted to better prepare professional workers in Vocational Education to meet the needs of rural disadvantaged through secondary, post-secondary, and adult vocational programs in the states concerned. The intermediate target, or institute participants, consisted of professional workers in the field of Vocational Education, including administrators, counselors, and vocational teachers in rural areas. Participants could attend the Institute in their own state or another state if they wished.

OBJECTIVES

The objectives were divided into two dimensions--long term objectives to provide perspective and short term objectives to assist in making decisions and planning the institute program.

Long term objectives to which this program contributed were:

1. To upgrade the professional personnel involved in vocational education programs in the three states.
2. To illuminate career opportunities open to young people who migrate or who choose not to migrate within or from the three state area.
3. To sharpen the focus of Vocational Education on problems of the disadvantaged and handicapped for the purpose of meeting their needs more adequately.
4. To foster a spirit of cooperation among state institutions and state agencies facing common educational problems.

Short term objectives of the program were:

1. To help personnel in Vocational Education to appraise the needs of the disadvantaged and to design and carry out programs that will meet these needs.
2. To develop a planning rationale for vocational program operation in view of priorities included in the 1968 Vocational Amendments.
3. To assist local agencies in acquiring and using data in developing plans for local programs to more fully meet the needs of persons, especially those disadvantaged or handicapped.
4. To initiate an effort in multi-state cooperation in Vocational Education planning which hopefully may be continued and expanded.

TRAINING INSTITUTE FOR THE RURAL DISADVANTAGED

MEETING AGENDA
North Dakota State University
Fargo, North Dakota

August 17 - 21, 1970 Rooms 103-106, Engineering Center

MONDAY, AUGUST 17

8:30 - 11:30 a.m.	Registration, Engineering Center
1:30 - 4:30 p.m.	Techniques for Teaching the Disadvantaged MR. CHARLES F. NICHOLS, SR. MINNEAPOLIS AREA VOCATIONAL TECHNICAL SCHOOL

TUESDAY, AUGUST 18

8:30 - 11:30 a.m.	Vocational Education for the Disadvantaged--What Has Been Done? DR. CHARLES ROGERS NORTH CAROLINA STATE UNIVERSITY
1:30 - 4:30 p.m.	Group Guidance and Exploratory Instruction DR. DON PRIEBE NORTH DAKOTA STATE UNIVERSITY and MR. ODELL BARDUSON MINNESOTA STATE DEPARTMENT OF EDUCATION

WEDNESDAY, AUGUST 19

8:30 - 11:30 a.m.	Legislative and State Plan Provisions for the Disadvantaged and Handicapped STATE STAFF REPRESENTATIVES--NORTH DAKOTA
1:30 - 4:30 p.m.	Adapting Adult Education to the Disadvantaged DR. GARY LESKE SOUTH DAKOTA STATE UNIVERSITY and DR. ED PERSONS UNIVERSITY OF MINNESOTA

THURSDAY, AUGUST 20

8:30 - 11:30 a.m.	Adapting Co-op Education for the Disadvantaged DR. MAX AMBERSON MONTANA STATE UNIVERSITY

1:30 - 4:30 p.m. Evaluating Programs for the Disadvantaged
DR. GEORGE COPA
UNIVERSITY OF MINNESOTA
and
DR. R. PAUL MARVIN
UNIVERSITY OF MINNESOTA

FRIDAY, AUGUST 21

8:30 - 11:30 a.m. Developing Plans for Local Programs for the Disadvantaged
STATE STAFF REPRESENTATIVES

1:30 p.m. Evaluation

The agenda for meetings held in Brookings, South Dakota, at South Dakota State University and at Willmar, Minnesota, at Willmar Area Vocational Technical Institute, contained the same topics but in different order, so that the same staff members could be present to conduct the three concurrent sessions.

Each half-day session included:

1) Presentations by speaker
2) Small group discussion of topic
3) Summarization with total group and topic leader

TECHNIQUES FOR TEACHING THE DISADVANTAGED

Charles F. Nichols, Sr.
Minneapolis Area Vocational-Technical School
Member National Advisory Council for Vocational Education

*The United States has developed into a technological society with no place for the uneducated, unskilled individual. The present educational system works well for the majority, i.e. for the children of the educated who with their talents increase the complexity of society and broaden the gap that separates them from the uneducated.

But a clock is ticking. The human time bomb that is the disadvantaged, the minority, the poor is approaching the moment of fracture. Deeply frustrated, untrained, impatient youth have concluded from their observations of the sixties that the only way to create change is through violence. Their impatience is the mechanism of explosion.

First we have to take a look at who or what we call the rural disadvantaged or the disadvantaged. They can come under several categories, anyone of which seems to set up a problem in definition. So for the purposes of this conference and when we are speaking primarily of the rural disadvantaged, I would like to suggest these descriptions.

The rural disadvantaged is a person who has severe social habit problems. We know that a disproportionate number of these people have had serious difficulties in their former schools. Chief among these has been social isolation; social isolation of two sorts. First, social isolation in the peer group because of

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*Third Report, National Advisory Council on Vocational Education the lack of ability just to get along with people which is common to the disadvantaged in the rural areas and in our central cities. Secondly, social isolation that is created by the geography of their environment. Too often our rural youth live long distances from each other; their school is the one opportunity for contact. Poor performance in school, or at least the feeling that poor performance is all that is being given, accents this isolation.

The vast majority of those that we choose to call the disadvantaged in our rural areas have cumulative absences in the schools equivalent to one semester or more; a disproportionate number of them have been absent from their schools for up to and including one year. Coupled with this is the school ability factor. Despite the fact that many of our disadvantaged have average general ability as measured by standardized ability tests, most of them have gross deficiencies three grade levels or more in the areas of vocabulary, reading comprehension and basic arithmetic skills. Without intensive and extensive supportive help, these deficiencies will not be overcome and tend to perpetuate the dreary cycle of poor achievement and future poor accomplishment in the world of work. The rural disadvantaged, like their city cousin, are also the victims of poor study habits. These poor study habits are enhanced by the fact that the rural disadvantaged have a considerably different work and recreational day than their city cousins. We find as we examine the students that we are talking about that a large number of them have had major difficulty with school authority figures. Part of the reason for this is that they are young men or young women, restive just as any other youth, but also unfortunately they are involved with the financial hardships that their parents have much deeper than their city cousin.

Citing some figures from the Work Opportunity Center in Minneapolis, approximately 50% of these students have attended seven or more schools prior to their enrollment at the Center. In individual counseling interviews, these students stated that their frequent changing of schools was a major cause for school social and emotional difficulties. Transferring this to students that we had from the rural areas, we can readily imagine the difficulties encountered, especially if they are children of migrant families. These young people come from multiproblem families. Among these problems are a lack of finances, poor adult models of achievement, and value systems which are detrimental to personal acceptance in middle class oriented schools. Our experience at the Work Opportunity Center leaves no doubt in our minds that a large number of these youngsters have rather severe disabling emotional problems which have been largely responsible for their lack of achievement in the regular school programs. We find that these same problems come with the students to all school situations and prevent them from taking full advantage of the opportunities offered them. As we start devising techniques that will work we find foremost that they require an immense amount of personal attention from the counselors, social workers, school nurses as well as the teachers. To a very great extent most of these youngsters are so preoccupied with personal, social and family problems that they have very little emotional energy left to concentrate on learning. Symptoms of these problems include such things as alcoholism, narcotic addiction, arson, armed robbery, rape, burglary and a multitude of psychosomatic complaints. Diagnostic categories would include psychotic, neurotic and character disorders, and above all, the tendency in the rural areas for them to isolate themselves from their peers. These students generally demonstrate that they have had severe relationship problems with their parents to the extent that many are often physically separated by court order and most are at least emotionally separated. Often these students are the family and community scapegoats or the family rejects. They often express their hurt, anger and resentment towards parents through delinquent activity and school failure. These students have extremely low self-esteem and have poor impulse controls and they are more apt to identify with the negative "hippy-type cultures" than with the main stream of our society. They see the world, both urban and rural, as a pretty hostile place and certainly as a place where they do not count for much. They are starved for attention, acceptance and a meaningful relationship with adults. Yet they fear it and ward it off because of previous experiences where they have only been hurt. All of these failures have to be dealt with before the student is actually available for learning at anywhere near his capacity.

In talking with the students we have asked them what is wrong with the regular high school and we came up with quite a list of things that we as professionals perhaps have not paid sufficient attention to. This list is in the supplementary paper that will be passed out to you to read at your leisure. I would suggest that you examine closely those things that can be changed immediately and make those changes in your schools during this school year, because if they are not initiated we stand to lose an even larger number of students with an even more disastrous result than in the past.

Now let's examine what we do as far as teaching and working with these youngsters. First, in our school as presently constituted we have made a set-up for creating dropouts of students who have rejected school. We call this our suspension system which is as prevalent in the rural areas as it is in our urban areas. For if a student is absent from school for some reason or other we find them and then make a quick judgement as to whether this absence was justified or not. If it is justified we allow him back in the school even though he has not mastered the skills needed to perform at the same level as his peers and unfortunately in our school we still require too often that everyone in the class perform at the same level. But if we adjudicate this person as truant then we initiate an entirely different technique called suspension where we suspend them from school with the hope that during this period of time they will have had the opportunity to meditate and consider their sins and return cleansed and ready to go back to work. Unfortunately, this system has never worked because it merely aggravates the problem that created the need or desire for truancy in the first place. So the vicious circle starts: they're truant--we suspend them--they drop back further--they're truant again and we suspend them again. It always winds up that those who can least afford to be out of school are out. After a period of time of this round about, in and out type of situation we finally expel the student by some form of board action. You can cut it any way you want to, but expulsion means only one thing and that is the school and the educator have failed the student, the student has not of necessity failed them. But nevertheless we label them dropouts and stigmatize them for life starting again the dreary cycle. Our national dropout rate is far too high, in the area of 30% in our inner cities, and in our rural areas even higher. This means that somewhere in the neighborhood of 30 or more of everyone of our youngsters who starts school does not finish and this in a society that's calling for increased technical competence for survival, whether that technical competence is needed in the operation of industrial machinery in the industrial way of life or whether that competence is needed to operate the agricultural machinery and improve the agricultural way of life. So we have set up this vicious circle of suspendee and dropout where we take them in, let them out, and still don't make any changes in our programs. There is a basic truism in education that we all are going to have to face up to and that is that you need to have the body there to educate it; our students are going to learn in the school or in the street.

So what do you do? I would suggest you set up a basic new educational philosophy in working with these youngsters. We have to design an educational facility that operates at the secondary school level that provides occupational training and education for youth from age 16 to 21. This preferably should be in a nonschool setting because the very fact that the building is a school is anathema to some of these people. This program should be designed to meet the special education and vocational needs of these young people who have encountered difficulty that prevented them from succeeding in established educational programs. And, of couse, the biggest thing about this particular type of facility that we would set up is that it has to accept the student as he is complete with all the previously mentioned handicaps. Upon this acceptance we determine where he would realistically like to go and then take him or her as far along this path as we can, as quickly as possible. To do this we have to provide these youth with vocational guidance and counseling above and beyond that that we've provided for youth in ongoing regular programs. We have to give the guidance and counseling that includes knowledge of work and work roles. Equally important, give them short term skill training so that they have something tangible in a hands-on situation that they know has value in the job market. We have to assist them in getting work experience to use these skills so that they know they are worthwhile. Then provide on-the-job follow-up and assistance because we cannot take these youngsters and say "you are now working" and abandon them. These students have what I call "success rejection syndrone". You have to remember that many of these students are failures or were failing, their parents were frequently failures, their brothers and sisters were involved in failure of some sort. These failures could be of their own making or imposed on them by an ever-changing society. Nevertheless, because they have had so much experience with failure they are completely comfortable with it and are equally uncomfortable with success. So that as we take them into this special type of program and help them get along educationally and vocationally the place where they're going to need the greatest amount of supportive services is not during the start, but when the first glimmer of success appears on the horizon. They are as afraid of success as you and I are afraid of failure. So this is when our supportive services really must be brought into play.

In addition to this we need to provide needed high school educational opportunities leading toward transfer credit and graduation. Because if they leave the rural areas and move into the urban setting or if they move into urban oriented schools at the post secondary level we know that the high school diploma or the general education development certificate is the passport towards more training. This means then that the whole idea of this facility or program is to help them prepare for the future education or work and become as independent as possible, to become tax payers rather than tax consumers. For this reason skill training at entry levels especially should be our main emphasis, not just on the three R's of reading, 'riting and 'rithmetic but on the three P's of preparation, placement and progression. Now to do this we are going to need a special teacher. This person is going to have to be a professional educator with all that implies, preferably with dual certification--both academic and vocational. We find that in working with this type of youngster we have a definite advantage when the instructor that's working with him knows the sight, the sound, the taste, the feel, the smell of the world of work. I know that this person is not easy to find but nobody said that any of this was going to be easy. We need a full time teacher--twelve months, not ten. In working with these youngsters learning and school association has to be a continuous program. There can no more be "halting for the planting of crops" type of thing. This educator also has to have a good base in counseling skills because counseling with this particular type of student is not just a matter of a certified guidance counselor sitting and talking but a matter of what we call corridor counseling where the student gets support from the instructor, the counselor, from adults involved in the school program, from whoever can help him at that instant when he needs it, because, too often with these young people it is not the fact that they can get help, but that they get help immediately when needed. You will then find that they do not need as much nor do they need it as often. This teacher is going to have to have acceptance and warmth, be healthful, eager and above all, enthusiastic because as mentioned earlier, we do not expect this to be easy work. This person is going to have to be flexible, able to change not only their own feelings but the way they present the material, their attitude towards students, their attitude towards parents, their attitude towards the society that these students have to live in. This teacher is also going to have to be able to absorb and use continued inservice work. Staff meetings are going to have to be more than announcement sessions because they need to learn, practice and polish above and beyond what the regular teacher is called upon to do. They also have to learn to change attitudes, to affect attitudinal change in people, because they are working with adults and children who come in with a pre-set notion that the school or the educational system was not for them. I would suggest a program of this sort: that we re-examine our block scheduling and block periods of time that we have set aside for our students. I would suggest that thirty minute modules be the maximum amount of time allocated to an area unless it is a technical area where there is normally a high interest factor, and there you allow the student to participate up to three hours, but we would suggest not much more. We would also suggest that they spend at least a disproportionately significant amount of time in the technical areas before the work in related areas is started. This can help them understand why they should have arithmetic, why they should be going into these related areas, and once they make sense to them you will be amazed at the amount they can absorb.

The next thing that we have to consider in working with these rural disadvantaged is curriculum development. Because of the nature of the home situation that the students come from, the course content should be broken down into small, short instructional units providing flexibility for the teacher and for the student, using a success factor as reinforcement. Also, using what we choose to call a performance oriented approach, that is, when the student completes a task he is moved on to the next, but completion of the task is the important thing, not a grade level of A, B, C, D or F with movement on to the next one whether the student is ready or not. We also have to consider carefully the supportive services that we provide for these youngsters. Social workers should be one of the strongest parts of your team in time and effort spent with students. These social workers should be involved in what we choose to call personal supportive service. This personal service involves not only the social economic problems that the students are involved in but also their health problems. We have found in a research project done at the Minneapolis Work Opportunity Center that over 43% of the students who fall into what we call the category of the disadvantaged had physical handicaps that prevented them from functioning in the learning environment and until those physical handicaps were identified and we started eliminating them we knew we could make no progress with the individuals. It is quite possible and quite practical for a school system to set up a program whereby all these students could be given physical examinations prior to or during the immediate entry into the school program. I would hazard the guess that the investment in physical examinations would be considerably less than our investment in rejection of these students and subsequent support of them with their various social problems in the future. Another thing that we will have to understand in working with this particular type of student is the need for school orientation. In bringing them into a special program we do not want to separate it too much from existing programs because we already know from psychological studies with southern states' desegregation problems, that separate facilities are inherently unequal facilities and the people that are most aware of these inequalities are those involved as participants. If we can take these youngsters and bring them in through an orientation program that gives them the answer to what they should be doing and what we are doing plus instant involvement in the program, we can eliminate this feeling of separateness and the lack of equality that comes along with it. I would feel what couples with all of this is something that we have not been doing in our school systems in working with this type of youngster that we had better get on with immediately, and that is research; finding out if what we are doing, is it effective or isn't, and if it is not effective, even though it has been traditional, we drop it. When we find something that is ineffective our research can show us where we should make changes to make it effective or how we can best dispense with it with the least amount of effort and damage to other programs. So with research we find out what works, what does not, and why, and then we make changes accordingly. In these programs for the disadvantaged as I've mentioned earlier, skilled training is something that has to be emphasized. We immediately get into the idea of what areas of skill training we should include. Our area vocational schools are scattered all over the country, but unfortunately these students cannot or do not get into them. The conventional schools have too often felt that the only training proper for rural students was agricultural training, forgetting the fact that this young man or lady can get in jet aircraft and be in another section of the country thousands of miles removed in as short a time as three hours. I feel that we are going to have to coldly and objectively examine our training programs not only for the immediate geographic area but for the area that these youngsters are going to be operating in during their life span. I know that this is not popular with some rural educators but, nevertheless, the fact exists, we do have migration of our youth. This migration is not going to be stopped, if anything it will probably be increased because as fewer and fewer people are becoming more and more productive it is becoming less necessary for large numbers of people in some agricultural areas. I would suggest that in setting up programs for these disadvantaged consider areas such as food preparation and service, child care, the health occupations, the homemaking skills, the machine operating skills, electronic skills, typing and business machine skills, things such as photography and graphic arts, offset printing, auto service station work (and you notice I did not say auto mechanics), small engine repair, sales in all areas, because there will be a rural as well as urban need for these skills.

Lastly, we need to provide some additional services. The outreach where we go out to the students wherever they might be located and sell them on the idea of education and training and their return to it. Testing both psychologically and vocationally when the student is ready, based on individual and group counseling with students and his peers. We need to provide short-term skill training, and also, the long-term specialized training that perhaps has transferability to post secondary vocational programs, developmental and related work in reading and arithmetic, communication skills, social studies and special courses designed for individual student needs--any course that can get him or her sold on school again. An additional part of these services should be job development, job placement, job follow-up. From its inception our nation has been committed to the proposition that all men are created equal; our striving to make this proposition an accomplishment as well as a goal has thus far achieved only partial success. Our poor and disadvantaged do not today have an equal opportunity to obtain an education which will equip them to be self-sufficient in our society for a job which is open ended into a career. The primary reason why we have not yet established a society in which there is equal opportunity to learn and work is because we have not yet tried. Early in the sixties we resolved to put a man on the moon and we were successful. We accomplished our objectives because we devoted to it the resources and the attention which it required. In the seventies we are going to have to devote with equal fervor the attention that is needed to this problem of our rural disadvantaged.

By enacting the 1968 vocational amendments, Congress declared its intent that a better society, based upon educational opportunity, should be built. Intent, however, even when it is the law of the land, does not alone bring action. The disadvantaged of this country have made it clear that they are tired of intentions which are not backed by adequate funds or by a genuine national concern. Eighteen months have gone by since the passage of the vocational amendments, and progress has been slow. Strong executive leadership designed to translate intent into concrete, workable programs is due. The disadvantaged will no longer accept promises.

VOCATIONAL EDUCATION FOR THE DISADVANTAGED: WHAT HAS BEEN DONE

Charles H. Rogers, Associate Professor
Center for Occupational Education
North Carolina State University at Raleigh

Introduction

With the passage of the Vocational Education Act of 1963, attention to the special needs disadvantaged and handicapped was emphasized by Congress for the first time. Two basic conceptual changes from earlier legislation that were recommended by the Panel of Consultants on Vocational Education were embodied in this Act:[1]

1. that vocational education must be redirected from training in a few selected occupations to preparing all groups in the community for their place in the world of work, regardless of occupation, and

2. that vocational education must become responsive to the urgent needs of persons with special difficulties that prevent them from succeeding in a regular vocational program.

In 1968 the Advisory Council on Vocational Education reported that "There is little evidence that either of these major purposes has been accomplished thus far." It further stated that "The second main objective--to serve youth with special needs--has hardly been touched."[2] Thus, the authors of the 1968

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[1] Panel of Consultants on Vocational Education, Education for a Changing World of Work (Washington, D. C.: U.S. Government Printing Office, 1962).

[2] Subcommittee on Education of the Committee on Labor and Public Welfare, U.S. Senate, Notes and Working Papers Concerning the Administration of Programs Authorized Under Vocational Education Act of 1963, Public Law 88-210, As Amended (Washington, D. C.: U.S. Government Printing Office, 1968). (Parts of this report were later published as: General Report of the Advisory Council on Vocational Education, Vocational Education: The Bridge Between Man and His Work.)

Amendments to the Vocational Education Act of 1963 strengthened this part of the act to provide for the expenditure of 25 percent of the Federal Grants to the states for programs designed to meet the special needs of the disadvantaged and handicapped--15 percent for the handicapped and 10 percent for the disadvantaged.[3] No longer is it left up to state and local educational agencies to decide whether or not it will provide special assistance to the disadvantaged and handicapped. No longer can we ignore the problem or rationalize our lack of effort because of the difficulties involved in serving them. The Congress has mandated that 25 percent of our occupational education effort be directed toward the disadvantaged and handicapped. Your presence at this institute is evidence that you are concerned about this mandate and are ready and willing to tool up to meet this challenge.

In preparation for this assignment, a large number of State Plans were reviewed. Without exception each state educational agency has established a section in the Vocational Education Division to provide leadership to programs for the disadvantaged. The vast majority of them were established since 1968.

During the fall of 1969, members of the Rural Multiple Institutes on Vocational Education Staff[4] visited the State

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[3] Amendments to the Vocational Education Act of 1963, Public Law 90-576, 90th Congress, H.R. 18366, October 16, 1968.

[4] National Inservice Training Multiple Institutes for Vocational and Related Personnel in Rural Areas, conducted by the Southwide Research Coordinating Council through the Center for Occupational Education, North Carolina State University, Raleigh, N. C., Contract No. OEG-0-9-430472-4133 (725).

Directors of Vocational Education and their staffs to orient them to this inservice program. On these visits the Directors were questioned about the problems they faced in implementing the 1968 Vocational Education Amendments. The most overwhelming problems expressed were related to the initiation of programs for the disadvantaged. They were faced with the problem of immediate establishment of programs for the disadvantaged which caught them unprepared. Especially critical were the problems related to planning disadvantaged programs for the rural areas. They were baffled by problems such as: How do we define rural disadvantaged? What environmental forces are acting upon the rural disadvantaged? How do they differ from the urban disadvantaged? What are the characteristics of the rural disadvantaged? How do we identify, recruit and motivate disadvantaged rural youth and adults to enroll in occupational education programs? What other services are needed for the disadvantaged and how may they best be provided? What kinds of curricula and materials are needed? What structure and organizational arrangements are needed to adequately accommodate programs for the disadvantaged? How do we acquire trained professionals to provide leadership and teach in these programs? And, how do we find job placement for those trained in these disadvantaged programs?

These problems have been presented to you for the purpose of demonstrating the magnitude of the problem and to show that State Directors, like those of you here, are looking for answers, solutions and patterns for initiating programs for the rural disadvantaged.

Because of these problems that were expressed by the Directors of Vocational Education across the country, the Center for Occupational Education at North Carolina State University became concerned about the problems involved in providing occupational education programs in rural areas, especially those for the disadvantaged. We then decided that a research and development program should be inaugurated to seek solutions to problems plaguing rural communities in their efforts to provide appropriate and adequate occupational training. The number one priority in this research and development program was for the problems associated with programs for the rural disadvantaged.

Because of my interest in this area, I was assigned to develop the research and development program. For almost a year, I have been searching the literature and surveying programs for the disadvantaged across the nation to establish a base from which to operate. It is because of this work that I accepted this assignment to discuss with you what has been done in programs for the rural disadvantaged. Or, to put it more appropriately, "What has been done in occupational education for the disadvantaged that is applicable to programs for the rural disadvantaged?"

A question that is foremost in your minds, I'm sure is: What research and development or exemplary programs have been conducted for the rural disadvantaged? On the basis of my review of literature and survey of programs, I regret that I must report that very little significant work has been done! Perhaps I should conclude my presentation at this point. But, on the other hand, this very statement provides us a reason for exploring what has been done in other areas that is applicable to programs for the rural areas. Furthermore, when I said there was very little done in rural areas, I did not mean to infer that nothing of value had been done. On the contrary, there have been several rural disadvantaged projects that have far-reaching implications for our deliberation here this week.

For the next few minutes I would like to explore (1) the status of research and development for disadvantaged and handicapped, (2) a review and synthesis of research on the rural disadvantaged, (3) a description of selected projects for rural areas, (4) a sampling of other projects having implications for the rural disadvantaged programs and (5) some conclusions and recommendations relative to planning programs for the rural disadvantaged.

Status of Research and Development

In searching the literature between 1500 and 2000 research abstracts or bibliographical references were reviewed. Of these, over 60 percent were concerned with the problems of mentally and physically handicapped. Of those remaining, approximately 35 percent were concerned with the urban disadvantaged and less than 5 percent with the rural disadvantaged. A rather vivid example of the lack of work being done with the rural disadvantaged is demonstrated by a 1969 ERIC Annotated Bibliography on "Occupational Training for Disadvantaged Adults." A review of the 260 item bibliography produced only five programs for rural disadvantaged adults, and they were primarily concerned with the training of migrant farm workers.

Recent attention that has been given to the disadvantaged has been concerned basically with the problems of the urban, inner-city disadvantaged. This is due to the concentration of the disadvantaged in the inner-city ghettoes and because the problems of poverty have been dramatized recently by demonstrations, riots and destruction. More attention has been given to programs for urban disadvantaged than to programs for the rural, not because there is greater need but because greater pressure has been exerted upon government by organized civil rights and poverty groups.

Because we hear much less about the rural disadvantaged does not mean that there are fewer in this classification or that their problems are any less critical. The President's National Advisory Commission on Rural Poverty in its report referred to the invisible poor, that is, to the poor people who live in pockets of poverty and who are so widely dispersed that their plight is not as visible as in the urban improvished areas. The Commission reported that in 1964 the population of rural poor was estimated at 13.8 million or 40.9 percent of the total poor population in the United States. Thus, although the rural population constituted 29.1 percent of the total population, the rural poor population accounts for a disproportionate 40.9 percent of the total poor population.[5] The invisible nature of the rural disadvantaged has most likely accounted for the small amount of work that has been done.

But, perhaps we are not as far behind in programs for the rural disadvantaged as the small amount of work reported might indicate. There is strong evidence that a large majority of the programs for the disadvantaged that have been recently established have been hurriedly conceived and based on little or no valid research. Edmund W. Gordon, in a recent bulletin from the ERIC Information Retrieval Center on the Disadvantaged made the following statement concerning current status of programs for the disadvantaged:

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[5] President's National Advisory Commission on Rural Poverty, The People Left Behind, (Washington, D. C.: U.S. Government Printing Office, 1967) p. 3.

> Having recently reviewed much of the research and most of the current programs concerned with the disadvantaged, I am impressed by the pitifully small though growing body of knowledge available as a guide to work in this area. The paucity of serious research attention to these problems has left us with little hard data, many impressions and few firm leads. What is distressing, however, is the slight representation of even this research in the rapidly proliferating programs. Much of what is being done for and to the disadvantaged seems to be guided by the conviction that what is needed is more of those things we feel we know how to do. Despite the fact that much of our knowledge and techniques of behavioral change have proved to be of dubious value in our work with more advantaged populations, these same procedures and services now are being poured into the new programs. Although service to the disadvantaged has become popular, there remains a serious lack of basic research on the developmental needs of such children as well as on the applicability of specific techniques of behavioral change to their directed development.[6]

Evidence such as this should caution us that as we develop programs for the rural disadvantaged, they must be based on sound research and tested theoretical concepts. Instead of being in a disadvantaged position because of small amount of work that has been done in the rural areas, we should be in a position to benefit from some of the mistakes made in urban areas, utilize that which has proved successful and whatever programs that are developed will stand a much greater chance of success.

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[6] Edmund W. Gordon, "Education, Ethnicity and Intelligence-Jensenism: Another Excuse for Failure to Education," IRCD Bulletin, Vol. V, No. 4, p. 14.

Review of Research on the Rural Disadvantaged

There are two items of literature that have come out during the past year that should be studied and utilized by anyone embarking upon the development of vocational education programs for rural areas, especially programs designed for the disadvantaged. The first is a Review and Synthesis of Research on Vocational Education in Rural Areas, prepared by Griessman and Densely.[7] This document synthesizes from both an educator's and sociologist's point of view the research and development that has been done in vocational education in rural areas. It points up both the strengths and weaknesses of vocational education of former years in rural America and recommends research and program development needed to overcome some of the problems of limited occupational education in rural areas. This document depicts very vividly the limited programs available for the rural disadvantaged. Griessman[8] points to the high dropout rate of 28 percent in rural schools and relates that to the limited nature of occupational programs to provide relevant entry level skills for the labor market. He further asserts that a contributing factor is the obsession of rural educators to the notion that occupational education should focus upon narrowly perceived employment needs of one geographical area. Another major point that he makes is that personality adjustment of rural youth is poorer than that of urban youth, suggesting that there is a "rural factor" that is linked with poverty that effects personality adjustment. This, conceivably, may be attributed to the inability of the educational system to provide occupational training relevant to the aspirations of rural youth, creating a frustrating dichotomy between what the youth desires and what he can expect to obtain.

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[7] B. Eugene Griessman and Kenneth G. Densley, Review and Synthesis of Research on Vocational Education in Rural Areas, ERIC Clearinghouse on Rural Education and Small Schools, New Mexico State University, Las Cruces, New Mexico, 1969, p. 1-84.

[8] B. Eugene Griessman and Kenneth G. Densley, op. cit., p. 15.

In the same publication Densley[9] documents the limited scope of occupational training in both the small high schools and in post high school institutions. Densley,[10] in his analysis of special needs programs documents very little other than MDTA programs and the Neighborhood Youth Corps that have been available to the rural disadvantaged. And, even these programs suffer greatly from low population density problems.

The second item that I wish to call to your attention is a review of research on "Disadvantaged Rural Youth," by Everette D. Edington, which was published in the January, 1970, edition of Review of Educational Research.[11] This article is a "must" for those planning programs for rural disadvantaged youth. I shall not try to summarize the review in this paper, but I will relate his conclusions relative to the characteristics of disadvantaged rural youth. They are certainly relevant and should be kept constantly in mind when planning any educational program for rural disadvantaged youth. Edington concluded that disadvantaged youth are affected in seven general areas:

1. their low socioeconomic status is of prime importance in view of the high relationship between socioeconomic status and educational achievement for rural as well as urban children,

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[9] Ibid., p. 47-48.

[10] Ibid., p. 52.

[11] Everette D. Edington, "Disadvantaged Rural Youth," Review of Educational Research, 1970, 40 (1), 69-85.

2. their educational and occupational aspirations appear to be negatively affected by their socioeconomic status, possibly further depressed by geographic isolation. Many who will not be able to make a living by farming do not aspire to any high skilled urban occupation nor to the educational level which would prepare them for such work,

3. they are characterized by attitudes which are nonsupportive of educational progress: low self-esteem, feelings of helplessness in face of seemingly inconquerable environmental handicaps, and impoverished confidence in the value and importance of education as an answer to their problems.

4. the educational achievement of disadvantaged rural students, like their urban and suburban counterparts, is below national norms,

5. higher dropout rates are found among rural than urban pupils,

6. curricula in rural schools are frequently inadequate for and irrelevant to the needs of these students,

7. the cultural experiences of disadvantaged rural youth are limited. Isolation and poverty are major conditions which limit the rural youth's cultural experiences to his own group and contribute to low level educational progress.

Edington further concluded that unfortunately, disadvantaged rural youth have not been the subject of interservice longitudinal and developmental process investigations because they tend to be removed from the major research centers. Therefore, the research that has been done involves primarily status studies. Qualitative studies of the rural disadvantaged are absent. Status studies, he insists, are not very helpful in terms of educating such youth. Edington emphasizes the weakness of research on rural disadvantaged youth in the following statement:

> . . . We know they are poor; we know they are disadvantaged. We know that they are deficient in some of the areas where more privileged students are strong. What we need is examination of critical issues having to do with fundamental relationships between the functional characteristics of rural disadvantaged children and educational development. Too often the analysis of educational disadvancement tends to be approached quantitatively. This work contributes to classification and serves some administrative functions, but before we can develop really effective correctional compensatory and developmental programs which circumvent some of the handicaps, which provide alternative routes to learning, or which build upon special characteristics, we need more detailed appraisal research with a greater qualitative emphasis.[12]

Another conclusion drawn by Edington that is relevant to our deliberation here, is embraced in the final paragraph of his article where he relates that:

> The movement of sub-populations in the United States today is such that rural areas feed their problems and special characteristics into urban and suburban population. Although the problems of rural disadvantaged children, as this survey has shown, are not unlike those of other youngsters, rurality does impose certain conditions which exacerbate educational problems. Future research relating to disadvantaged rural students must be coordinated with other major educational research programs in the nation. Educators can no longer afford to study each segment of the society in isolation from any other. The problems and their solutions are overlapping and interrelated.[13]

This review of research on the rural disadvantaged as well as a review of research on the disadvantaged, in general, points to some rather wide gaps in research that need to be closed before effective programs for the disadvantaged can be implemented. The research to date tells us who the disadvantaged are, the number of the disadvantaged and some of their characteristics. What it does not tell us is what educational concepts, program structures, curricula materials, techniques and strategies are likely to be effective in solving the problems of the disadvantaged.

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[12] Ibid., p. 81-82.

[13] Ibid., p. 82.

Description of Selected Occupational Education Projects for the Rural Disadvantaged

Project REDY[14]

Probably, the one study that has yielded the most useable information and ideas for providing occupational education for the rural disadvantaged if Project REDY (Rural Education--Disadvantaged Youth) which was conceived by members of the Department of Vocational and Technical Education, University of Illinois. This five-year project sponsored by the U. S. Office of Education, and which ended June 30, 1970, focused upon the development of a family-centered, vocationally oriented educational program that would bring about the full utilization of the present and potential capabilities of severely disadvantaged youth living in economically depressed rural areas. Its major thrust was the elimination of the barriers to vocational education and the providing of effective freedom for vocational education.

Rationale. The programs developed in the project was based on the belief, supported by previous research, that the primary "bottlenecks" to the development of vocational competence for gainful employment among disadvantaged youths and adults in rural areas were fivefold:

1. Failure to obtain the effective attention of deprived rural family members. Instead of involving them in planning

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[14] Based on a paper entitled "Personalized Vocationally Oriented Ecucation for Rural Disadvantaged Families" presented by Dr. David Williams of the University of Illinois, July 24, 1970, at an Institute on Expanding Vocational Education to Meet the Needs of Disadvantaged Youth and Adults in Rural Areas at Mississippi State University.

programs to meet their own needs, programs have been imposed upon them and innovations issued in which they are to participate.

2. Failure to create readiness for learning. Activities have not encouraged the disadvantaged to "start-where-they-are" in analyzing their present situation and developing realistic individual and family goals.

3. Failure to recognize the importance of family ties. Educators have not recognized the family as the basic educational unit.

4. Failure to involve the disadvantaged family members in assessing their problems, defining their objectives, identifying possible alternatives for solving their problems, selecting definite objectives, and planning a program for obtaining these objectives.

5. Failure to involve lay citizens, at all economic levels, in developing educational programs.

Project REDY was divided into the following five correlated phases:

Phase I. Community Study. Twenty economically depressed rural areas were identified in Illinois. From these areas a typical rural area was selected for detailed study of the anthropological, economic, psychological and sociological data about the area and its inhabitants.

Phase II. Study of Sample Population. To gain an understanding of the values, beliefs, attitudes, and behavioral patterns of severely disadvantaged families, selected characteristics were compared between a random sample of the severely disadvantaged families residing in the depressed rural area and a random sample of the total population of families.

Phase III. Model Educational Program. A model educational program was developed which focused upon three major units: (1) determining realistic career choices and plans for the children, (2) improving family financial management, and (3) improving family income. A single school district in a depressed rural area was utilized to initially try out the educational program. Families in the community with special needs were identified. These families were randomly assigned to an experimental group and to a control group. Various instruments were employed such as a pretest-posttest measure to gather data that afforded an objective evaluation of the REDY educational program.

Phase IV. Evaluation and Demonstration. The model program was expanded to include five additional communities. The research design employed was a pretest-posttest control group design with five replications. A random sample of ten or more families was drawn from the disadvantaged population in each of the ten research communities. Instruments were employed to gather information in the following areas:

1. Parental desires for their children
2. Occupations and organizations of parents
3. Situation and goals of children
4. Situation and goals of the family
5. The home and its surroundings
6. The family and community

Phase V. Final Analysis and Reports. Based on the findings of this study, the following conclusions were made which appear worthy of consideration by educators who are responsible for developing education and community action programs for the socially and economically disadvantaged:

1. Socially and economically disadvantaged families can be identified in a geographical area, their characteristics and needs determined, and educational programs developed that are responsive to the needs of individuals.

2. When teaching adults and children who are disadvantaged, the educator should plan a program that gives primary attention to the needs of his students.

3. The formerly unreachable severely disadvantaged rural families can be motivated to improve their social and economic situation through a sincere interest by educators in the future of youth.

4. Educational programs that will acquaint the disadvantaged with the world of work, jobs available, nature of the work, and training required, is needed by children and parents alike.

5. The disadvantaged can be motivated by the use of "goal seeking" techniques; however, the goals must be molecular and not global in nature.

6. Disadvantaged people are aware of their problems, but desperately need a systematic approach to their solution.

7. Effective education for the disadvantaged requires personalized instruction. Individuals living in a depressed area require constant reinforcement if they are to continue action to accomplish goals established and improve their situation.

8. Since some families cherish living in the rural environment, upgrading and retraining for adults must be provided for occupations available within their community.

9. The needs of disadvantaged families make them very responsive to education related to family financial management, family goals, and the choice-making process as it pertains to consumer goods and services.

10. The vocationally oriented, family-centered educational program developed and evaluated in this research project has potential use, in whole or in part, in rural and urban areas that have concentration of disadvantaged families.

Project REDY which focused on the needs of youth, served effectively as a vehicle to reach a small segment of the disadvantaged rural families in Illinois. The warm response given by a majority of the participating families to the sincere interest shown in them by the local educator indicated that rural disadvantaged families wanted and needed assistance. With proper motivation and a personalized educational program, many rural disadvantaged family members may establish realistic educational and occupational goals to take action to accomplish these goals as a means of breaking out of the chains of poverty.

Concerted Services

Another project that promises quite a bit for the rural disadvantaged is the Concerted Services Project.[15] The concept underlying the project developed by the Interdepartmental Task Force on Concerted Services in Training and Education in Rural Areas can be expressed in a relatively simple question: Can existing resources and programs available to people in impoverished areas be mobilized, channeled, and coordinated to produce increments in the many variables of interest? But the simplicity of the concept is somewhat misleading. The execution is relatively complex. At the federal level, the planning and administration of the program has involved the time and experience of a relatively large number of professional representatives of several departments and agencies, including representatives from the Department of Agriculture; Commerce; Health, Education and Welfare; Interior; Labor; Housing and Home Finance; and the Small Business Administration.

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[15] B. Eugene Griessman, The Concerted Services Approach to Developmental Change in Rural Areas, Center Research and Development Report No. 1, Center for Occupational Education, North Carolina State University at Raleigh, Raleigh, North Carolina, 1968.

In the quest for solutions to the penetrating and crucial problems that confront contemporary rural American society, institutions and agencies have encouraged the design and establishment of pilot, developmental and experimental programs by which innovative ideas, practices, and procedures may be tried out and tested.

Pilot projects in three rural counties in Arkansas, Minnesota, and New Mexico have demonstrated that government agencies working together can substantially improve the education and increase the employment opportunities for residents of rural areas. Six federal agencies joined hands with state and local groups to bring new educational and training opportunities to St. Francis County, Arkansas; Todd County, Minnesota; and Sandoval County, New Mexico. These new programs made it possible for hundreds of persons to obtain worthwhile jobs. Steps are now being taken to expand the program within these counties and to extend this promising new approach to other rural communities.

Objectives of Pilot Projects. The Task Force established the following major objectives for the pilot projects:

1. Develop general operational patterns for concentrating the efforts of all of the available agencies and resources on the alleviation and ultimate solution of occupational education problems; and, as necessary, on the health, welfare, socio-economic, and related problems of those residing in the three communities.

2. Identify existing, as well as potential employment opportunities and occupational education programs available to youth and to adults who are unemployed or whose income is insufficient to maintain a respectable standard of living.

3. Develop ways through which these rural communities can provide education, vocational guidance, training and other services needed to help people become employable. This would include development of plans for:

--increasing basic educational skills
--improving general conditions of health
--improving appearance and personnel characteristics
--providing vocational counseling
--developing occupational competency

4. Demonstrate that occupational education programs, in conjunction with other economic development activities, can significantly increase employment opportunities.

5. Demonstrate that a cooperative occupational education effort based on local involvement will develop indigenous leadership, individual dignity, initiative, and community awareness resulting in continuing community development.

6. Determine the relationship of the traditional educational and occupational patterns of people in the communities to their present and emerging needs, and if warranted, make recommendations for necessary adjustments.

Approach Used. In developing plans for a Concerted Services approach, the Task Force placed heavy emphasis on developing flexible arrangements that could be adapted to meet local needs and, at the same time, could be implemented within the existing budgets of the participating agencies. It was agreed to observe the following principles:

1. Education and training programs were to be designed to meet specific needs identified by a survey carried out by the public employment service in collaboration with local advisory committees.

2. Every resident of the pilot counties was to be considered a potential participant. However, preference was to be given to persons needing additional education and training in order to obtain employment.

3. The right of each individual to decide the nature and extent of his own participation was to be respected. Persons desiring education and training in order to qualify for employment outside the county would receive the same consideration as persons who plan to remain in the county.

4. Each agency's normal channels of communication, administration, and project funding were to be followed to the fullest extent possible.

5. A coordinator under the general supervision of the Task Force was to be employed in each county.

In order to assure the necessary coordination and to give the needed "spark" to the project it was deemed advisable to select a coordinator who had a high degree of familiarity with the particular county. Arrangements for employing the county coordinator in

Arkansas were handled by the Federal-State Employment Security System; in Minnesota by the Agricultural Extension Division; and in New Mexico by the Vocational Education System.

Outcome. Although this project was not 100 percent successful in achieving its objectives in every locality, it did demonstrate an effective approach to assisting deprived rural counties in utilizing the available governmental resources to overcome some of its manpower and training problems.

Rich Square Project

Another project of interest is a project being conducted by Manpower Development Corporation in Rich Square, North Carolina.[16] The purpose of this project is to provide training for unemployed and underemployed farm workers for known jobs that are available within the state and in neighboring states. It is an MDTA type of program with several unique features.

Those persons selected for training are men who indicated that they are willing to move to acquire employment. They and their entire family are moved to the training site which is equipped with mobile housing units of varying sizes to accommodate each family. Each family is given a subsistence allowance during the period of training.

The men are provided counseling services and placed in appropriate training programs such as welding, mechanics, masonry and carpentry. While the men are being trained for skilled jobs, the wives are taught home management. They are given intensive help in budgeting and buying to get the most out of their subsistence allowance. Day-care facilities are provided for pre-school children so that the women may participate in the home management class. Some of the mothers are trained to work in the day-care centers. In the day-care center the pre-school children are provided a program much like Head-Start. The children of school age are enrolled in the local school system.

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[16] This Project description is based on an interview with a representative of the Manpower Development Corporation.

This approach has been quite successful in keeping the family together during the training period and provides upgrading of educational and cultural experience for the whole family. The biggest problem has been in finding adequate housing for the families once the men are placed in jobs. Housing, which is of comparable quality as the mobile homes has not, in many cases, been available to trainees in areas where they are employed.

Rural Drop Out Study

The Department of Labor sponsored a project in northern Michigan which was entitled "A New Attack Upon Rural Poverty, An Experimental and Developmental Project."[17]

Project Objectives. It was a project for the culturally and economically disadvantaged which was undertaken for the purposes of training a population of 100 rural dropouts ages 17 through 25 in salable work skills. The program was oriented toward experience rather than success. It was an effort to learn more about an identified social problem and how the university can help communities solve the problem. Three counties in the upper Michigan peninsula were selected as the area from which trainees were selected;

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[17] Based on a study entitled A New Attack on Rural Poverty, An Experimental and Demonstration Project. Final Report. Marquette, Michigan: Northern Michigan University, Public Services Division, August 31, 1966, 141 pp.

economic conditions of the area were in a decline; the counties were classified as (1) rural, (2) poor, and (3) had a known pool of unemployed workers under age 25.

Project Approach. The project staff received training in community activation; met with community leaders and lay citizens to obtain involvement; and a county committee was formed to help recruit rural dropouts and provide personal and financial services to those enrolled.

Those not eligible for regular MDTA programs and not acceptable for on-the-job training were enrolled in the program. It included direct job placement, referrals to other agencies, and referrals to regular MDTA training programs.

Area training Centers provided training for rural dropouts in one of 15 possible occupational areas over a 15 month training period in the following occupational areas: welding training, machine tool training, auto mechanics, food service, auto body repairman, refrigeration and air conditioning, nurses aid, stenography and custodian.

The revolving group concept was used to carry out the following: (1) made recruitment an ongoing activity, (2) offered a wide variety of training opportunities, (3) forced individualized instruction, (4) enabled the project to use veteran trainees as "role" leaders for new students, and (5) provided flexible training programs whereby students could enroll at any time and progress at their own speed.

A training day included (1) two hours of remedial instruction and orientation to the world of work, (2) two hours of vocational and related instruction, and (3) four hours of vocational training.

The following ancillary support was provided by the community at reduced or at no cost: (1) medical or dental services, (2) major dental work, (3) major clothing donation, (4) psychological help, and (5) loans.

Outcome. Over the 18 months training period 64 percent reached their training objective and were classified as having completed the program. The remainder, 36 percent, were classified as dropouts. Sixty-nine percent were trained to the point where they were sufficiently skilled to enter employment. Over half of the trainees entered regular MDTA training programs at a point in the training schedule other than at the beginning of the course. Cost per trainee excluding subsistence and allowances was estimated at $1490.00. Individualized effort and a humanized approach, regardless of technique or methodology, was given as the key to the success of the trainees.

Other Rural Projects

I have highlighted four major projects that are representative of the best research and development projects that have been completed. There are, of course, many other projects that deserve attention, but time does not allow for their exploration here. I do, however, want to mention a few other things that are being done that you may wish to explore later. For example, some states are using mobile units on a pilot basis to provide counseling services and some occupational training to small isolated rural schools. In other states multiple occupational education programs are being conducted through the Vocational Agricultural programs. They are expanding their offerings to provide basic skills training to students that would not ordinarily enroll in Vocational Agriculture.

I would also call your attention to the work of the Rural Task Force on Occupational Education in Rural America. The Task Force is sponsored by the Division of Vocational and Technical Education in the U.S. Office of Education and is chaired by Dr. A.W. Tenney. Its purpose is to stimulate the development of more comprehensive occupational education opportunities for rural people. The number one concern of the Task Force is the establishment of programs for the rural disadvantaged. They are also encouraging State Task Forces which are needed to intensify their effort. Several states have already established a Task Force. Therefore, some of you may already be familiar with their program.

Finally, the Center for Occupational Education is in the process of preparing a catalog of program ideas and concepts for the establishment of occupational programs for the rural disadvantaged. This publication will be a handy reference for program planners, and should be available within a year.

A Sampling of Other Projects Having Implications for the Rural Disadvantaged

Interpretive Study on Preparing the Disadvantaged for Jobs

Probably the most important piece of research that has been done recently on occupational education for the disadvantaged is a study done at the University of Tennessee by Dr. Trudy Banta and Dr. Douglas Towne entitled Interpretive Study on Preparing the Disadvantaged for Jobs. This study is a complete review of the literature and research on programs for the disadvantaged. It is interpreted in terms of what is now being done by all private and public agencies to train the disadvantaged for jobs. It evaluates such programs as those sponsored by USOE, MDTA, Economic

Opportunities, Job Corps, and Neighborhood Youth Corps. It then recommends policies, programs and procedures for more adequately training the disadvantaged for jobs. The major concern of the study was, however, the exploration of cooperative efforts of private industry and the schools.

This is a very good reference for anyone who wants to become familiar with programs that have been used with the disadvantaged. It also provides a good bibliography for additional study.

Program for the Disadvantaged in New Jersey[18]

Mobile Units. Mobile units are being used to bring occupational education to the disadvantaged. A vocational training model which is commanding widespread attention is that of mobile training units. Such units are utilized in New Jersey for specialized vocational training in industrial occupations and office occupations. Other units have been instituted for diagnostic and remedial learning processes as well as the provision of health services.

The Mobile Industrial Training Unit is a pilot project sponsored by the State of New Jersey, Department of Education, and funded jointly by the Divisions of Vocational Education and Curriculum and Instruction through its Educational Programs for Seasonal and Migrant Families. It is designed to provide exposure, training and evaluation for students with special needs (those having academic, socio-economic or other handicaps), for adults and for school dropouts.

The mobile unit is a custom designed trailer, 60 feet long and 10 feet wide, containing its own air conditioning and heating system. The unit can be moved throughout the State and be put into operation in one day. It contains a complete conveyor system and equipment including a time clock, automatic tape dispenser, quality control scales, and a built-in Am/Fm radio and intercom system. The same area is converted into a classroom within fifteen minutes for general instruction.

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[18] Adapted from a paper presented by Christine R. Shack, New Jersey Urban School Development Council at an Institute on Expanding Vocational Education Curriculums to Meet the Needs of Disadvantaged Youth and Adults in Rural Areas held at Mississippi State University, July 20-31, 1970.

The classroom is equipped with all types of instructional materials such as closed circuit TV, a movie projector, screens, record players, film strip and slide projectors, blackboards, bulletin boards, calculating machines for solving work production problems, and other classroom equipment. In addition to the working-classroom, there is space for interviewing, counseling, and program preparation.

During the regular school year the unit travels to ten different school districts serving as many as 36 individuals at each location for a period of one month. During the summer months, it travels to five different locations serving as many as 36 individuals at each location for a period of two weeks. The students are trained in industrial procedures, techniques, and practices. All of this training is conducted by one coordinator/instructor and one assistant.

The first phase of training deals with the job application. In this phase the students learn how to obtain information about jobs and sources of jobs.

The second phase deals with the simulated interview. This is a true-to-life situation because the students are interviewed in the office area of the trailer and are asked pertinent questions concerning their application.

The third phase is the performance of assigned duties at the mobile industrial site. The practical work experience is made possible through the fulfillment of contract agreements with co-operating companies.

The fourth and final phase is that of evaluation. Each student is evaluated on a daily basis. Counseling sessions are held periodically, during which the students are allowed to express themselves and relate any problems that might be confronting them, or offer suggestions that might make the program more meaningful to them.

Distributive Education Project for the Disadvantaged

Another unique training operation for the in-school youth can be cited. This program's uniqueness is characterized not by program content, but by the collaborative approach it employs. In ghetto ravaged Newark, a large department store, Bamberger's, is making available training facilities to prepare distributive education students. Basic education subjects are taken in the local high school while both theory and laboratory work in distributive education are present in the store facility. In essence, the store becomes a dual classroom and lab facility. The projection is that some 90 students will be enrolled with approximately one-third of this enrollment remaining in the employ of Bamberger's and the remainder prepared for an infinite labor market. Here, questions may be raised as to the accessibility of the commercial facility. The same weakly based interrogations and arguments have been largely responsible for the perpetuation of the restrictive organizational patterns, the administrative heirarchy and the fragmented departmental lines. There is a need for diligent effort being exerted to foster and develop cooperation between education, business and industry. The trend toward the location of business offices and mercantile operations in suburbia or the urban outer perimeter has long since emerged.

Multi-Skill Centers

Not to be overlooked is the stationary facility such as the county or regional vocational multi-skill centers. Several models of the multi-skills center have evolved. A trioka, comprised of the State MDTA, the Vocational Division, and a local education agency, serves as the vehicle for the implementation of this program in New Jersey. The multi-skills center provides training programs in some forty plus occupational areas for out-of-school youth, non-school age learners and adult citizens. These centers have been operating successfully for several years and are a supplement to vocational training in the public secondary schools as well as that provided at the thirteenth and fourteenth year levels in county vocational schools.

Residential Center

A development of recent vintage is the New Jersey Manpower Residential Center. Formerly, one of the nation's several Job Corps Centers, the Manpower site now accommodates school age boys from within the state of New Jersey with an intent toward equipping them socially, educationally and vocationally for productive citizenship. Although the program designs have been punctuated with reference to in-school youth; no single program descriptive has placed limitations on its usage with other audiences; those requiring compensatory training, the non-school age learner, the dropout, or the adult needing supplementary training.

Educational Cooperative Program

Benjamine Carmichael, Director of the Appalachia Educational Laboratory believes that a renaissance for rural education could be the outcome of an organizational structure being successfully developed in Virginia, Kentucky, Tennessee. A model of the new approach, which combines a group of small school districts, a college, and the State Department of Education is being prepared by the federally supported Appalachia Educational Laboratory. The model will make it easy for districts to adopt the concept which is called the Educational Cooperative Program. It "will enable a small school which lacks resource to perform on a par with the most advanced districts in the country and will provide the vehicle through which a district can alter its whole approach to teaching and thereby get away from the outmoded system of one teacher, one classroom and twenty-five students."

The cooperative is administered by a board consisting of the participating district superintendents, representatives of the participating college and State Department of Education. The latter two agencies join the cooperative in sharing funds, personnel and equipment. Instruction is taken to children by all the modern means of communication and various kinds of mobile facilities. Local school districts effect multi-district cooperation without suffering the loss of autonomy. Students remain in their local schools with their curricula being supplemented through telelecture, electrowriter, television, radio, computers and mobile facilities. The cooperatives boast of numerous achievements: e.g., all 16 year old students in the three county Tennessee area now have access to driver education, compared to only forty percent prior to the formation of the cooperative and the cost is only two-thirds of the previous per-pupil cost; vocational education courses are being shared in the same three-county area and vocational guidance equipment has been installed in six high schools; teachers with expertise in single subject areas are now being shared between schools as well as other benefits to gifted, pre-school and early childhood pupils.

Although the projects which have been described in this part of the paper are not all rural in nature, they do provide some ideas and approaches which may work equally well in rural areas.

Conclusions and Recommendations

There is at best a scarcity of substantial research and developmental activity directed at the problems of the rural disadvantaged. That which is available gives us few leads for the development of exemplary programs. Out of the few studies that have been done that are relevant to the rural disadvantaged the following conclusions and recommendations can be drawn which should be considered when planning and initiating programs for the rural disadvantaged:

1. Education alone is not the answer to the problems of the disadvantaged. There are health, psychological, social and economic problems that must also be dealt with. Therefore, programs for the rural disadvantaged should be designed which draw upon the total governmental resources in the community.

2. Programs of occupational education for the disadvantaged should be directed toward the entire family unit rather than individual family members--be they youth or adults. Working with all members provides reinforcement to the member who is the focus of

the training program.

3. Economic development is an essential prerequisite to overcoming the problems of the disadvantaged in rural areas. Jobs must be available to employ the available manpower supply. Therefore, the natural based industry in a community should be fully developed and additional small industry sought to provide necessary employment. Furthermore, there should be training designed to aid the disadvantaged on migrating to urban centers for employment. When training for migration, additional services should be made available to assure the disadvantaged trainee is placed in an appropriate job and that his family is settled in adequate housing.

4. In developing programs for the disadvantaged, advisory committees made up of members of all socio-economic strata should be used in the planning process. The disadvantaged need to be a part of the process rather than having programs imposed upon them.

5. Occupational education programs for the rural disadvantaged should be build around attainable objectives. Students need to achieve success in order to improve their self-concept and raise their aspiration level. Therefore, objectives should be molecular rather than global.

6. Where possible the disadvantaged should be enrolled in regular occupational education programs, giving them special assistance over and above the regular program to treat their particular problems of disadvantagement. To have separate disadvantaged classes tends to accentuate the problems of the disadvantaged. If we work with them within their peer groups they are less likely to be made to feel inferior.

7. Since there is limited theoretical basis for establishing programs for the rural disadvantaged, it is imperative that we build into every new program objective evaluation procedures. And furthermore, we must not be ashamed to admit that some things that we try are not successful. This is the only way that we learn what ideas, concepts and techniques really work and which ones do not.

GROUP GUIDANCE AND EXPLORATORY INSTRUCTION

Dr. Donald Priebe
North Dakota State University

The 1968 Advisory Council Report, Vocational Education--The Bridge Between Man and His Work, contains this observation: "Vocational guidance and vocational-technical education are interdependent. One needs the other. Each ceases to be effective if the other is left out, is inadequate, or is of poor quality." Group guidance and exploratory instruction comprise a critical element in vocational education.

Guidance may be provided through instruction in the classroom, both large group and small group. Each day in each class the teacher must accept and meet a guidance responsibility. Although many guidance activities require a one to one ratio; many can be carried out in group settings provided by a classroom environment.

Much valuable guidance is provided through youth organizations such as F.F.A., F.H.A., D.E.C.A., and V.I.C.A. Well planned activities in such groups provide opportunities to learn sharing and cooperation. These organizational activities provide an excellent chance to build a worthwhile self-concept in students by providing worthwhile, enjoyable and successful experiences. Let us use youth organizations for the excellent guidance tool that they can be.

Group guidance opportunities are also present in many small group situations such as field trips, committees, and student projects. The use of such opportunities is often neglected. The wise teacher, aware of guidance responsibilities, will find here a useful tool.

These ideas concerning group guidance and exploratory instruction apply to education for all but are especially crucial for the disadvantaged. But let us not forget "Joe Average" and the "advantaged". Perhaps all youth are "disadvantaged" in some way.

For purposes of clarity and organization, we will "dissect" this topic somewhat and hang it on five pegs to take a better look at the component parts.

I SELF WORTH CONCEPT

For good mental health, for success in school, for social success each person--boy or girl, man or woman--must feel, 'I am worthwhile; I count for something in this world, too.' The boy or girl must feel that he or she is important--a person of worth. Each person needs a feeling of acceptance and a feeling of self-esteem.

We know full well what kinds of behavior often follow when this concept is not present. Vandalism, crime, and suicides are stern reminders of something that has gone amiss.

Too often teachers and others have reinforced a negative concept. Basically the child says to himself, "Everyone keeps telling me I am a failure so I must be." Everyone may include teachers, parents and peers. Eventually the child is likely to assume and play the assigned role of failure. Each person--boy or girl, man or woman--must have dignity; such as that afforded by:

a) respect from teachers
b) respect from peers
c) good grooming
d) decent clothes
e) a measure of success socially and in school

To develop this sorely needed concept of self-worth, we must develop success patterns in students.

II SUCCESS PATTERNS

Disadvantaged students so often have, not success patterns, but "failure patterns". So much of what they do turns out wrong.

We must provide a setting in which success is: 1) possible 2) at first easily achieved, and 3) is repeatable! We need to start with possibilities for success and build on a progression of many successes.

Success breeds success and the building process begins! But--early, very early, success is crucial. Early and continued failure tends to lock the student into a failure cycle. We must help the student find the successes which will break this depressing cycle of failure.

If success is to continue in a desireable way another ingredient is necessary. Goals must be developed.

III GOALS

We as teachers must have suitable goals to know what we want to achieve. We must have goals to know where we are aiming or where we are going. Even when you got up this morning, you had some goals such as eating breakfast or getting to this meeting on time.

What are your goals as a teacher? Are they to teach how and why? Or are they just to teach "about" things? Or are they like the teacher whose goal was to teach about 50 minutes in one class period? We must have worthwhile goals for our teaching; but the goals must be properly centered.

What is the "center" of your teaching? Let's all provide student-centered teaching and not teaching centered around subject matter, program, or self. If we serve our students well, our programs and careers will benefit also. If our teaching is to be really "student centered", we must accept the idea of teaching individual students in classes rather than teaching classes. If we are to teach individuals, we must learn to know our students. We can learn from records and visits. We must give them a chance to talk and express themselves, and we must practice being alert and observant.

We must also shy away from faulty and dangerous assumptions which prevent us from knowing and understanding each student. Rather than make assumptions we find the answers to such questions as:

a) How well can he read?

b) Is he in good health?

c) What is his home life like?

We must remember, however, that for really effective learning and development, the student must have his own goals. So often we mistakenly assume that our goals are the student's goals. Frequently they are not. This might be good. Sometimes our goals are not appropriate for our students. Student goals in a class vary greatly. But each student does need to establish worthwhile goals.

We must help the student formulate goals. The establishment of goals for disadvantaged students is to some extent different than for more advantaged students. First of all, goals must always make sense to the student in light of his experiences and attitudes. At first the goals for him must be:

1) Short term goals, not something for next year or when you grow up, but for today or this week or this month. Some such short term goals might be a part-time job for money to buy a suitable dress or shoes. It may be money for a date. It may be learning a simple motor skill.
2) Easily achievable. Please don't provide students with false hopes toward reaching goals they cannot reach. Help them set "reachable" goals.

In order to develop goals and inspire disadvantaged students we must often work with the environment, not just the student.

IV ENVIRONMENT, WHAT ENVIRONMENT?

School is obviously one big slice of the environmental surroundings of the student over which teachers exercise considerable control. We can help to make school a place where the boy or girl can live and work happily. We can develop the attitude among students that this is "my" school and not just "the" school.

The family is a key portion of the environment of the student. Sometimes parents are against or at least do not actively support school attendance and achievement for their children. Sometimes the disadvantaged student does not have a suitable family relationship. Teachers do have opportunities to influence the family environment. We can confer with and inform parents. We have an excellent opportunity to influence parental attitudes through student success in projects, youth organizations, school work, and work experience programs. Maximum success in working with disadvantaged students requires family involvement and family support of the goals and aspirations of the student.

Another environment of the student over which we often have some influence is the community. Through taking part in civic and community action programs we may be able to provide more favorable conditions in which our students will be more successful.

V EXPLORATORY INSTRUCTION

We as vocational educators have a unique role to play in exploratory instruction regarding career opportunities. We have much contact with our students through classes, youth organizations, occupational experience programs and home visits. We have considerable knowledge of job opportunities and characteristics as well as the requirements for entering these jobs. How can we expect the guidance counselor to be acquainted with job opportunities in all fields? We have a big role to play in providing this kind of information.

We must somehow develop in our students a view of what jobs are really like. Just what do people in food service, retail business, or the farm implement business do each day? A realistic job concept is critical for realistic exploration and appraisal by students.

The student must be helped to see what are realistic job possibilities in certain fields. What are the chances to get the job? What are earning possibilities and working conditions?

Students must be helped to examine themselves in light of possible career choices. What do I like? What are my strong points? What are my limitations? What are my interests? These are all questions that each student must consider in making even the early and tentative occupational choices.

The question of what is needed to get the job must be examined. What personal characteristics are required? What preparation is needed? Will I be able to get this preparation and training?

We as vocational educators have an obligation to provide exploratory instruction. How can this be done? My principal suggestion is: teach careers with each unit of instruction! When teaching a soils or welding unit in Vocational Agriculture, examine the associated career opportunities. When teaching a foods or clothing unit in Home Economics, an excellent opportunity is afforded to provide real reaching concerning careers. When students develop serious occupational interests, provide opportunities to secure occupational experiences in that area.

Such placing of career instruction in the curriculum will be much more effective than just providing an isolated "careers unit" in some course. Here is an enormous opportunity to really "teach"--not just to provide information.

Let's review our opportunities and responsibilities in group guidance and exploratory instruction. We need to provide good teaching, group guidance and exploratory instruction for all--but especially for the disadvantaged. We must help students achieve a desireable self-worth concept and a measure of dignity. As concerned teachers we are obligated to help students set and achieve goals. We must help to create success patterns in students. In part we will achieve these goals through our influence on the environment of the student, especially his family. Realistic and effective exploratory instruction is a vital and integral part of vocational education.

Let us really "teach"--not look upon ourselves as a faucet or pipe through which information flows--but as engineers who set up situations in which students, through their own activities, learn, become changed, and succeed.

It takes real educators--educators who are capable, patient, and dedicated to do this. You are such people. You can do the job!

GROUP GUIDANCE AND EXPLORATORY INSTRUCTION

Odell T. Barduson
Minnesota State Department of Education

It is indeed a pleasure to be in your midst and an honor to have a part of your program. These are exciting days for vocational education as Representative Rod Searle, of Minnesota, told 2,000 of us at vocational education conferences last week. He stated that the time is now ripe for the biggest advancement financially and program wise that we have ever had. Congressman Quie indicated that this is also true nationally. Congressman Quie, at our Chicago meeting, went on to say that funding can be increased for the 80% that need vocational education. There is need for a long term change in the whole attitude of educators. Now we train for college and consider a Bachelors Degree as a mark of success. We need to look forward to a successful vocational choice, even for the many who will not enter college. We must return dignity to honest work.

Quie states that there is need to move education and manpower to cabinet status. This proposal is gaining friends in industry but there is some fear of excessive federal control.

The second report of the National Advisory Council on Vocational Education lists concerns and recommendations which must be kept in mind as we plan for the year ahead. Let me list them for you.

Concerns:

1. A concern for persons who are flowing into the pool of unemployed as strong as our concern for those already among the unemployed and the underemployed.

2. A concern for directing the disadvantaged into the mainstream of vocational and technical education as career preparation, rather than into separate programs.

3. A concern that Federal funds be used primarily to cover the additional costs of vocational and technical education rather than total costs.

4. A concern for coordination of vocational education as well as manpower programs.

Recommendations:

1. Require that communities develop coordinated plans for reducing both the flow of untrained youth and the pool of unemployed adults.

2. Focus Federal support for community colleges and other two-year post-secondary institutions on vocational and technical programs as career preparation.

3. Overhaul the Federal Administrative organization to permit the Federal Government to exercise leadership in vocational education as well as manpower training through a Federal Department of Education. (Inside sources say this is not a dream any more, but reality.)

Victor Hugo once said, "Stronger than all the armies is an idea whose time has come." M. D. Mobley, past executive secretary of AVA, stated in 1966 that vocational education would be emphasized more in the next ten years than in the past fifty. I believe all of us can feel the revolution. It is sweeping our state, I know. This feeling is mutual, I believe, after the 13 Central States Regional Conference we just completed in July this year.

Review Key Facts:

Review items 3, 6, 8, 9, 10, 12, 13, and 15. All of these facts are found in the review of literature listed in the handout you will receive later today. This also includes the report of the rural task force on vocational and technical education in rural America, April 1970.

The first phase of our presentation on group guidance and exploration of rural disadvantaged is as follows:

Self Worth Concept

Dignity - Environment - Family

The state of Virginia has an excellent program that zeros in on rural disadvantaged youth who live on farms and small towns. They have a program to restore dignity for each individual. They give him a portion of an acre to grow vegetable crops on from which they net about $150.00 each. This buys them clothes and spending money for social functions such as dates. This new found dignity and confidence is what a 9th to 11th grade boy and girl need. A black supervisor explained the program beautifully indicating that a black man and white woman shared the teaching duties of this group of 27 students.

Lambert Schilling, of Detroit Lakes, Minnesota, has a specialty crops adult farm management class. In this class of 40 families he has 12 families who were on welfare two years ago. They are now paying taxes. They now feel this life is worth living. The brother of one of these men said that the attitude of his brother had turned 180°. This has stimulated positive goals for their children. This means love and charity for all.

The REDY project just completed in Illinois brings out the same general conclusion. That is that the disadvantaged family and student all need to be involved in order for there to be a permanent change in the attitude of the young students. The environment must be changed as the root cause before this type of student will significantly change.

Another research project in Indiana proves that innovative programs, geared specifically to the deprived students taught by enthusiastic teachers able to communicate with the students may achieve success in educating the disadvantaged youth in a rural area.

It was also found that the teacher's role is of utmost importance. This has been expressed by Ann Ewalt, a regional D. E. officer, daughter of a vocational teacher. She is quite a girl and impressed all of us at the National Co-op Conference in Minneapolis last winter, both speaking and later in a committee meeting with her. She says: "I have many pet peeves. Perhaps number one is the teacher-coordinators. It is such a sad, sad thing for me to see a teacher-coordinator come into the classroom and ruin thirty students. I've seen it wherever I've gone. I've seen it; no matter where you turn, you see it. The first thing you have to realize is that the teacher-coordinator is the backbone of a cooperative program. You have to be willing to give them. . .the extra special training because they have to care. They have to care so much that it hurts; that they are willing to work the extra hours, that they are willing to go the extra mile, because you can't inspire students, you can't make them enthusiastic, you can't do a darn thing with the student unless you've got a teacher . . . you've got to have top-grade teachers."

Superintendent Willet of Richmond, Virginia, also mentioned that sometimes we may need to hire paraprofessionals who can communicate with these high school dropouts better and thus help our educational process. These items are important for each of you who are here in planning the programs back home and the teacher whom you may approach to help you in reaching some of the disadvantaged people.

Then one of the very best examples of motivating the disadvantaged students is the T.C.O.I.C. in Minneaplis. This was formerly administered by Mr. Charles Nichols whom you heard Monday or Tuesday. They start with a personal approach and use personal approach and guidance until the student feels safe in this new type vocational education school. They were to be closed and the students went on strike to keep the school open. That is trust, confidence, and dignity that the disadvantaged individuals had acquired in that loving and caring type of environment.

We feel that our high schools have made close to 80% of our students disadvantaged. The reasoning behind this statement is that our curriculums and teachers have directed their efforts toward the 20% that finish college. This leaves the other 80% poorly guided and trained for their first step in the real world of work. Maybe when the Good Lord says we need to forgive (77 x 7) he meant us too??? Remember, when Joseph was disadvantaged no effort was spared.

We need to reach all students and keep them in the mainstream of life especially those that are disadvantaged with a program that will be student centered, develop a success pattern and must meet the relevant needs of people and the job opportunities in the world of work.

We have attached a suggested plan that we think will do the job of orientation and exploratory instruction. You may implement this plan in your school and it will reach every student in your school including the disadvantaged students. This plan will involve K through 9 specifically. It has two major parts: 1) K through 5 and/or 6, and then 2) Cluster pinwheel concept for grades 6 or 7 through 9. This will prepare the boy or girl with a more appropriate interest, attitude and intelligent bank of knowledge from which to make a more mature and accurate selection of a career.

A plan presented by Task Group C of the Multi-Service Institute on Career Orientation at Raleigh, North Carolina, on June 21-26, 1970, is presented herein as a model to use in helping students in exploratory preparation in helping to select their future occupation.

A similar plan had been discussed and adopted by Minnesota Vocational-Technical Division and is part of its publication of August 1970 called "Establishing and Operating a Secondary Vocational Center". This pinwheel cluster concept in grades 6 through 9 and K through 5 when carried out with high quality, relevant career development programs will practically eliminate dropouts.

It will inject a positive note for all of education and again restore education to its proper level of respect that it has traditionally held in this country except for the 1960's and now.

ADAPTING ADULT EDUCATION TO THE DISADVANTAGED

Dr. Edgar Persons, University of Minnesota, St. Paul
Dr. Gary Leske, South Dakota State University, Brookings

August 17, 18, and 19, 1970

Efforts at voluntary adult education have sometimes been criticized because such programs are said to serve best those persons who need it least. There is some truth in that statement. Up until very recent years, the adult education efforts of many rural communities have been only for volunteer groups. Programs for farmers, for example, have been utilized by those who sought the services of the school. Others who may have greater need have not voluntarily sought such help nor have they in most cases been actively recruited to attend. Similar circumstances prevail in the other vocational fields as well. Conscious efforts through the regular vocational education programs at promoting education for adults who need it most have not been common.

Recent efforts under the auspices of the Manpower Development Training Act and the Office of Economic Opportunity have been aimed at those with greater need. Not only have persons been actively recruited, they have been provided other strong motivators such as stipends to encourage their attendance. The results of such efforts have been rewarding. Not only have the participants been able to improve their economic plight, but for some it has been the first experience where education and some measure of success have been associated. The programs have been too few however, to serve the large numbers of adults that reside in the rural communities.

Where are the rural poor? Statistics show close to 14 million rural Americans are poor and a high proportion are destitute.[1] Some reside in areas of general disadvantage and are easy to observe. You see them in Appalachia, the Ozarks, the costal plains of the East and the reservations of the Southwest and the great plains. But poverty does not respect the imaginary boundaries of these areas. It is everywhere. A high proportion of the poor are in rural areas--but only one out of every four lives on a farm. The towns, villages, and hamlets scattered throughout rural America and prevalent in the States conducting this workshop have their share of the poor, the poorly educated, the under-employed and others whom society claims to have less advantage than their peers.

Somehow or other, the notion has grown that education, like one of the popular breakfast cereals, is just for kids. Yet, a high proportion of the disadvantaged are not children; they are adults--they are the mothers and fathers of the disadvantaged children to which we have directed so much of our attention. They are the ones who most directly influence the attitudes of their children, set the rules for family conduct, and provide in their own way for the health and happiness of their families. Is it logical that a group of citizens with such an important impact on the future welfare of youth and upon the eventual welfare of the nation should be ignored by the schools?

Hoerner was realistic as he examined the role of vocational education in Nebraska. He stated ". . . schools that continue to educate youth alone are doing little more than playing at occupational education. Any serious effort at improving the economy of a community and the lot of its people must include adult education."[2]

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[1] A Report by the President's National Advisory Commission on Rural Poverty, The People Left Behind (Washington, D. C., 1967).

The average employee or self-employed rural resident has about twenty years to actively contribute to his community by gainful employment. If he is disadvantaged today because of the lack of training or inability to make the decisions necessary to rise in economic stature, it seems inappropriate that he should continue in his plight for the next twenty years simply because he is now an adult.

Identifying the Tasks

The tremendous influence parents have upon their children cannot be treated lightly. As one studies ways to improve the education of rural youth, this parential influence should not be ignored. Even if schools are successful in creating a good environment for learning, the student still returns to the influence of his friends and family for the remainder of the day. This is not to suggest that the influence of the family and peer group is undesirable. It is rather to suggest that changing the attitudes, habits, and environment of the family may be as important in influencing the development of youth as is the effort expended in his education.

Youth will escape from the disadvantaged situation only if they want to, and if they see the opportunity to do so. The goals to which youth aspire are tempered a great deal by the aspirations parents hold for their children. Since disadvantaged parents often have a very limited frame of reference regarding occupational choice, it is very difficult for them to be of any assistance in helping their children examine the multitude of higher level occupations to which they might aspire. It would appear that at least one of the tasks of adult education for this group is to help build a broader framework of occupational knowledge.

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[2] Hoerner, James, "Report on the Need for Vocational-Technical Schools in Nebraska," Nebraska Legislative Council, Lincoln, 1969.

Not a small part of the problem faced by adults is the social class in which they find themselves or in which they perceive themselves to be. Fuller and Phipps report that adults in disadvantaged areas associated their present position in society with other occupations at a low level on the prestige scale.[3] In a comprehensive survey of a depressed area of Illinois, 96% of those interviewed associated themselves with occupations generally assigned to the middle or lower economic classes. These areas lack dispersal of all social classes in their community structure and thus limit the opportunity for families to learn about the activities of higher prestige persons and occupations. The lack of high social class positions and their accompanying occupations contribute to the motivation for those with superior ability and leadership potential to migrate from the rural areas to the city. This movement only adds to the homogeneity of the people left behind.

One may ask why people choose to remain in disadvantaged regions or choose to remain as disadvantaged adults when there are opportunities to participate in the current on-going adult education programs of many schools; programs which at least hold some promise for movement to higher economic and social levels. Certainly the answers to that question will vary from adult to adult, but in general, these are a few special conditions of which we should be aware.

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[3] Fuller, Gerald R. and Lloyd Phipps: Project REDY - Interim Report No. 2, University of Illinois, 1968.

First, one should consider if the persons in your area whom you have identified as disadvantaged consider themselves to actually be in that category. A person has an ego-defensive mechanism which helps him to rationalize his station in life. This mechanism allows one to protect himself from acknowledging certain truths about himself or certain external realities.[4] Many rural families who by our technical definition are classed as disadvantaged do not consider themselves to be. In spite of low income or inadequate schooling or erratic employment, they find their needs satisfied.

A second consideration is the degree of satisfaction disadvantaged adults may have with their station in life. While others outside their group may see little with which the disadvantaged can be satisfied, those within find a great deal of satisfaction in things they have come to value highly. One study (Project REDY) found three areas for which the rural disadvantaged expressed a high degree of satisfaction.[5] They are:

1. The availability of opportunities for families to satisfy their wishes and interests regarding the welfare of the family and a residence for the family,

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[4] Champagne, Joseph E., "A Conceptual Model for the Evaluation of Changes in Selected Personality Variables Through Occupational Education," North Carolina State University, 1968.

[5] Fuller, Gerald R. and Lloyd Phipps: Project REDY - Interim Report No. 3, University of Illinois, 1968.

2. The amount of social participation activities in which the family as a group and individual family members are able to participate and
3. The quality of the social participation and quality of well being of the family unit and its members.[6]

It may be necessary to discover the facets of the disadvantaged life which are least satisfying or most annoying if these persons are to see benefit in the educational programs of the school.

Thirdly, there are often psychological barriers to movement from one social strata to another. The fear of failure, the unwillingness to accept more responsibility which a higher strata may demand, and fear of unknown expectations in the job or tasks of a higher level may all be significant deterents to the will to advance.

A lack of self confidence to achieve cannot be overlooked as an important fourth characteristic. For few of the disadvantaged have there been events which have contributed to their self-concept. Success has not been their forte. Even as they are described, there are few descriptive terms that are associated with success. If the person in all of his adult and youthful life has achieved only to the point where society can best describe him as disadvantaged, he has not experienced any form of success pattern with which he has a favorable association. It is little wonder then that he is neither eager to participate in nor highly optimistic about the programs which have been available for adult education in the public school.

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[6] Ibid.

The Steps

If these are in fact the characteristics of the disadvantaged adult, how can we work with him effectively? There are five essential steps in planning, organizing and implementing an adult education program.

Step 1 - Establishing rapport with families.

Gaining the confidence of the disadvantaged is not an easy task. They are by nature suspicious of outside assistance and have learned to be distrustful of agents and agencies which we represent. Probably their only contacts with the school have been unpleasant; their children have misbehaved or were truant, or earned some form of disciplinary action for activity not contrary to the families mores; the school teaches of things the parents do not know or understand and thus they find themselves less knowledgeable than their children. The school brings children in contact with people and things which raise their aspirations above the parent's ability to provide, thus providing a source of conflict with school and authority.

The first step is to build rapport which can overcome the reluctance of the adults to deal in a mature way with the educational system. It is unlikely that this can be accomplished without personal contact on the potential students' own familiar grounds and on a level from which he feels no threat. On-the-farm or in-the-home visitation is an excellent means of providing such contact.

Experience in management education programs for farmers has shown that the on-farm instructional visit is the most successful way of demonstrating a sincere interest on the part of the educational system in the welfare and problems of an individual farm family. The instructor can identify immediate manageable problems or concerns such as determining the appropriate rate of herbicide application. The dynamics of interaction are brought into play as the instructor works with the family in solving the immediate problem. The alert instructor then is able to help the family identify additional problems and to aid the family in seeking reasonable solutions. He thus continues the interaction between the school as represented by himself and the family. The result is invariably an expanded interest and trust in the educational system particularly as a means of improving oneself and his family.

Step 2 - Motivating families to participate in educational programs.

The schemes one might use to motivate families to participate are numerous. The importance of this step can best be illustrated by the way in which one program in Tennessee used financial gain of one program to attract interest in another similar type. In one community the agriculture instructor convinced 15 farmers to participate in a project to produce okra as a means of raising farm income. Each farmer pledged only one acre the first year but the success prompted an expansion to 10 acres each the second year. When the next year a program for growing a different specialty crop was offered, over 100 farmers enrolled for the production course.[7] The promise and demonstration of the immediate economic effects of participating in an education program prompted others to join.

Adults place highest priority on learning those things which add to the productivity of their gainful employment and second priority on those things of high interest.[8] The skillful educator can combine his knowledge of the things with which adults are dissatisfied, with his knowledge of those things in which adults have high occupational need and high interest to set the stage for acceptance of educational programs by the disadvantaged.

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[7] Paulus, A. J., "Realistic Adult Education Pays in Many Ways," Ag Education Magazine, (September, 1968), pp. 41-3.

The "Homemaker's Morning Out" program operated by the St. Paul, Minnesota, Public Schools for homemakers with special needs was well planned and accepted.[9] Classes were conducted in apartments similar to those of the target population. Emphasis was given to wise buying and use of inexpensive materials. A typical topic was "Decorating on a Shoestring." The classroom-apartment was the showcase for the finished product of many class activities. Cooperative planning and problem solving were encouraged by patient and persistent teachers.

Step 3 - Assisting families to define their goals and to understand the place of goals in the decision process.

The failure to define goals clearly is certainly not an attribute specific to the disadvantaged. Almost all persons having difficulty in defining and expressing goals for themselves and their family. With the disadvantaged, however, the problem is more acute. Their resources are more limited and their knowledge of reasonable alternatives is less complete.

What kinds of goals should they set? That answer depends upon their values, but the goal must have one important characteristic; there must be a high probability of attainment. Some form of success pattern must be achieved if the adult is to associate his education and training with something he finds of value (success). The broad general goals with which educators have become so familiar must be cut down to size and must be specific enough so that attainment can be recognized. A goal "to raise the level of living" is inadequate. But to specify, "to increase income by $300" is both specific and allows for measured attainment. It is important to remember that many small successful goal attainments are more important than one larger goal not quite reached. Educators must not overlook the importance of what to them may be an insignificant family goal. For the person who regularly enjoys a 3 week vacation away from the job, for example, a weekend at a lakeside cabin may not be very important. To a disadvantaged family who has never had a vacation, this same weekend may satisfy an unfilled want of long standing.

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[8] Morgan, Holmes, Bundy; Methods in Adult Education, The Interstate, 1963.

[9] Hatteburg, Patricia Auble, "Vocational Homemaking Reaches Out to Homemakers with Special Needs," Vocatio: I (May 1968), p. 13.

Another task is examining goals in the proper sequence with other steps in this decision process. Many first examine goals and then look at the problems they have and take inventory of their situation. This procedure results in many false starts since the goals may be relatively unrelated to the inventory of resources as the point from which the family is starting. It is important, especially with families with limited resources, that they first take inventory of the resources at hand. Only then can goals be realistic and offer some probability of attainment.

Step 4 - Aid adults in the decision process so that some progress can be made toward goals.

The decision making process is not long or cumbersome, but it does involve a logical pattern of thinking that many have not practiced.

The process itself can be arranged in 10 steps, two of which have already been mentioned. They are:

1. Analyze the present situation and take inventory of the physical and economic resources at hand.
2. Locate the problems.
3. Set up objectives or goals.
4. Size up the resources.
5. Look for various alternatives.
6. Consider probable consequences and outcomes.
7. Evaluate the expected results.
8. Decide on a course of action.
9. Put the plan into effect.
10. Evaluate the results of the decision.

Educators can be most helpful in steps 1, 2, 4, 5, 6, 7, and 10. While educators can assist and guide the family in step 3, setting objectives or goals, they must not try to force their own goals or objectives upon the family. A primary contribution comes in steps 4, 5, 6, and 7. The educator can view more objectively the resources and alternatives available to solve the problem the family may identify. His knowledge of many alternative ways of doing the same task can be a valuable aid in helping families broaden their habits for examining problems. They can assist in evaluating the outcomes of each alternative as they bring into perspective the probable results of each decision.

Making the decisions, however, is the job of the adult and his family. Since he must suffer the consequences of a bad decision or enjoy the success of a good one, he must be aware of his responsibility to act.

Step 5 - Providing technology and information necessary to put the decision into effect.

Deciding is not enough--acting is still required. Here the educator can provide technical training, education and counsel to assist the family in putting their plan into effect. As in the example of the okra producers previously cited, once the decision was made to adopt this enterprise, it was the task of the educator through education and counsel to provide the technical skills and abilities necessary to make the decision successful.

Determining Program Content

If the disadvantaged adult is to attend a formal instructional program, he must have a hand in determining what the content of the instruction will be. Adults must be given an opportunity to interject their particular problems into the educational plan. Abstract education will simply not solve their problems. Using the first class session to elicit problems and formulate the activity for subsequent sessions may be the most valuable event of an entire series. If the topics of instruction are derived directly from the problems that they and their friends and neighbors have defined, the instructor will be more effective--even if the final list of topics is by chance the exact same list the instructor would have devised. It is the simple matter of "theirs" versus "yours"; a simple matter that separates intense interest from apathy.

The rules for program content are simple: the content must be specific, concrete, practical, lifelike and related to experiences and interests of the participants. Above all the content must be planned so that the participants enjoy their association with education and the people who serve them.

CONCLUSION:

This brief paper has but touched on some of the problems disadvantaged adults face as they meet the obligations for day to day living. The problems are grave and of long standing. The consequences of their problems reach out to their off-spring. The cycle of the poor in mind and in material goods repeats and repeats as the youth inherit the things we call disadvantage from their parents. Our task is to break the cycle. A conscious effort at adult education may be one of the keys to accomplishing this task.

The steps in the process are fairly well documented. They are simple, straight forward and have worked successfully in a variety of efforts at education for the disadvantaged. Briefly reviewed, they are:

1. Establish rapport with the family.
2. Motivate families to participate in educational programs.
3. Assist families to define their goals and to understand the place of goals in the decision process.
4. Aid families in the decision process so progress can be made toward goals.
5. Provide technology and information necessary to put the decisions into effect.

The paper does not provide a formula for implementing a specific program for adults within a school area. It does, however, point out some of the characteristics such programs must have if they are to meet the needs of the disadvantaged adults. A dedicated teacher, a school with commitment for adult education, and the knowledge that adults can and will participate in programs structured to meet their needs are the essential prerequisites for successful education of the people left behind.

ADAPTING COOPERATIVE VOCATIONAL EDUCATION PROGRAMS TO MEET THE NEEDS OF THE RURAL DISADVANTAGED

Dr. Max L. Amberson
Montana State University
Bozeman, Montana

During this discussion I hope to accomplish three objectives:

1. Provide background and understanding of Cooperative Vocational Education and its potential as an educational tool.
2. Identify more specifically the rural disadvantaged.
3. Suggest a means of adapting the Cooperative Vocational Education Program Idea to serve the rural disadvantaged.

Being an educator these past two years and particularly these past few months has not been comfortable.

As educators we face a flood of questionable news. Let's recap just a few of these charges:

1. School curriculums in the main at our present educational systems are not relevant to the world in which we live.
2. School curriculums have failed to keep pace with modern technology.
3. Relevant programs of vocational education that achieve the objective of job preparation are the exception rather than the rule in our public and private schools.

What are the reasons schools failed to fulfill their responsibility during the 1960's? Was it due to the technological eras and man could not possibly keep up with the machines that he created? As we look towards the 1970's, writers are beginning to predict a totally different orientation and emphasis. It would appear that the 70's will be characterized as an era when:

1. People and people problems will be paramount in our society.
2. School curriculums will approach reality by being relevant to the lives of youth and adults. Schools will strive to

give particular attention to the under achiever and the potential school dropout. This may be the era that educators have been predicting when we discover the average child and establish appropriate classes for him.

3. Vocational education during the 1970's has a good chance of becoming an integral part of the school curriculum there. These programs will be noted for providing excellently educated and trained people in combination with general education to meet the technological revolution created in the 60's and which will no doubt advance through the 1970's.

4. The paradox existing in the job market will ease, whereas in the 1960's we had a 5% total unemployment figure on the one hand; and on the other, our nation suffered from inadequately trained technical manpower to attend to the available jobs created by the machine age. This imbalance is predicted to come more into balance.

5. Private schools, prevalent in the early 1900's will again become viable institutions which will provide needed education for profit to youths and adults not served by the public school system.

As we look at the problems facing schools and students, I personally feel that Cooperative Vocational Education can help meet the educational challenges of the 1970's. A quote from the Bell Telephone May/June, 1970, states, "Ideally, vocational education should combine formal instruction with learning on the job. Cooperative education provides such a combination by extending vocational instruction into job-related employment. Students alternate between school and work. This alternation can be daily, with students in class one half day and on the job the other half, or it can be blocked, with the students in school for a solid week or a solid quarter and then on the job for an equal time in successive periods.

Cooperative education students receive a wage, although they may receive only 85 per cent of the minimum for any period in which they work under a learner's permit. Also a U.S. Labor

Department device takes into account and makes provisions for training the physically handicapped. Students generally do not combine work and study in excess of 40 hours a week; in most cases they work 28 hours a week--20 hours a week from Monday to Friday and eight hours on Saturday. Employers participating in this program pay the students' wages, but Federal funds (up to 100 per cent) are available to reimburse them for any added training costs incurred because the students' productivity is low. It goes on to say that:

> The part-time cooperative education plan is undoubtedly one of the best in the field . . . First applied to collegiate engineering, cooperative education has been adapted to high school vocational programs with some success.

The part-time cooperative education plan is undoubtedly one of the best in the field of vocational education. It yields high placement records, high employment stability and high job satisfaction. It trains students very quickly and is popular with them. It may be too popular. Many more students apply than can be accepted in these cooperative plans. For this reason the Federal government is providing grants to encourage school and college administrators, businessmen and educators to increase their participation in cooperative education.

Cooperative education has been especially successful in the field of retailing because stores have always hired part-time workers for peak periods such as the Christmas shopping season, but manpower directors of leading corporations are coming to see its advantages. It gives their personnel departments a far better opportunity to study and assess students and helps build up a pool of prospective workers who are knowledgeable about their companies before they commit themselves to full-time work."

Cooperative Education (not a program but a method of instruction) has recently regained recognition by the people of our country, personnel within the United States Office of Education and from members of Congress. This recognition was culminated in the "Vocational Education Amendments of 1968" when, for the first time, it singled out the cooperative method of instruction and provided special funding in order that such programs might begin to flourish at the local school district level.

But is the cooperative vocational education method of instruction successful? As a starting point perhaps the easiest way to define cooperative education is through some comparisons and analysis of what a cooperative occupational education program is not.

There are many terms used to indicate work while going to school. Some of the more common of these terms are:

1. Cooperative Work Study
2. Work Study
3. Work Experience
4. On-The-Job Training
5. Apprenticeship
6. Work Related Cooperative Education
7. Coupled Programs

None of these terms aptly defines the cooperative occupational education program in that certain elements are missing which contribute to the development of occupational competence. The placement of students for work are certainly legitimate general education tools having as their purpose holding people in school, or in some other way, aid students in getting work which would provide them with needed money to stay in school. This same element is also in the cooperative education program but is secondary when related to its major purpose of vocational education. Basically, in any of the work experience programs, there is no attempt made to correlate the instructional program in a specific vocational area with the experiences being obtained while on the job. The heart of any quality cooperative education program lies in the instructional program which relates the experiences being obtained in the actual working situation to instruction provided in the classroom by the school. The correlation of the instruction and the activities of the job are based on a student's career objective. The correlation involves both (1) the sequence of learning (2) the application of learning on the job. In addition, the student will have some individual instruction in school; that is, he will study some things not studied by the other students because he has individual job needs and an individual career goal.

Mason and Haines' book entitled Cooperative Occupational Education, available from Interstate Publishers, compare work experience programs with the cooperative occupational education program. They point out the basic essential elements of a cooperative vocational education program are as follows: (1) It has as a primary goal the development of occupational competence. (2) It is based on the student's stated career objective. (3) The student is hired as a learning worker. (4) It places the trainee in a job commensurate with his ability and his career objective. (5) It provides classroom activities directly related to job activities and trainee's occupational goal. (6) It provides the trainee with a variety of job experiences, often involving rotation through different departments of the firm. (7) Students are selected who need, want, and can profit from the instruction. (8) It utilizes as training stations those firms that are responsible and can and will provide training. (9) It underscores the responsibility of the school by employment of an occupationally competent coordinator with sufficient time to provide consistent program direction. (10) It emphasizes a program of coordinated job visitations and employer conferences to plan learning experiences, evaluate trainee's progress, and aid in the solution of any problem. (11) It requires that the trainee be employed at the "going" rate of pay for trainees in the occupation.

Point 1. Since the primary goal of all vocational education is occupational compentency, this need not be reiterated. There is the second element of the student's stated career objective which may bear a few moments of analysis. The 1963 Vocational Education Act emphasizes that there will be a career objective of record for each student enrolled in a vocational program. This is a part of the vocational program that perhaps has not been followed too closely; however, the fact that the student is enrolled in the program and has been enrolled through guidance and counseling, and other factors, provides a certain amount of evidence that the student has a career objective in mind.

Point 2. Any student enrolled in a cooperative vocational education program should be hired as a learning worker. This indicates that there is an element of learning at the same time as an element of working. It is significant that this be kept uppermost in mind while developing a cooperative program.

Point 3. Placement on the job must be commensurate with his ability and his career objectives. You will specifically note that it says "places the trainee in a job", which does not indicate a haphazard employment of students without correlation by the coordinator and actual establishment of training stations and training sponsors. Special emphasis should be placed on utilizing as a training station those firms that can and will provide training.

Point 4. Providing adequate coordination is the responsibility of the school. In all cases this coordination should be carried out by the teacher-coordinator.

One of the problems with any cooperative occupational education program is the tendency on the part of the members of all services in vocational education to talk in terms of the development of cooperative education programs without too clearly understanding the total program, particularly as it relates to rate of pay for the work performed while students are at their training station. From the standpoint of Labor's concern with a cooperative program, there is very sound basis for insisting upon pay. If you projected the possibilities of two hundred hours of work per week performed by 20 cooperative students in an occupational field, you would immediately come up with the answer that there were five full-time employees based on forty hours per week. In the event that within a community, there were problems of unemployment and students from your program were performing the work normally done by five full-time people, you would be in a position to get criticized by every unemployed person within that community whether or not these unemployed had the skills to fit the jobs your students are doing. I personally feel this is a prime consideration and must be thought through carefully.

There is also a very sound basis for the receiving of pay by students who are in job-training stations. One of the major considerations is the responsibility of the employer towards a person who is in the organization. When there is a pay situation, the employer has a stronger responsibility to the student than when the student is merely observing. The student himself has a much greater responsibility to the employer when he is receiving compensation for the labor performed.

Basically, the person who is holding down a part-time job for pay is an employee of the firm for which he is working. Let me emphasize and make perfectly clear that as such, he is subject to all the rules and regulations of a regular employee. This surely includes being subject to termination if the job performance is not up to the standards required by the employer. In qualifying this statement, I would emphasize that the relationship with the employer should be of such a nature that he would inform the coordinator of his intentions of termination at least a week prior to the contemplated action. It has been evidenced that during this week the coordinator may be able to change some work habits and patterns and establish a situation which would forestall the termination. This is a very important part of the job coordination. After all, it is a learning situation and as such the mistakes of the student should be corrected through the work of the coordinator.

In summary, it would be well to emphasize that the basic principles of the cooperative occupational education program are grounded firmly in the vocational concept of preparation for gainful employment. Actually, the gainful employment is occurring during the time when students are enrolled in a cooperative program. Basically, this type of education, which involves a methodology of cooperative work experience, demands the closest cooperation between employers and the schools.

A good text on cooperative occupational education and work experience in the curriculum is published by the Interstate Press, Danville, Illinois, and authored by Ralph Mason and Peter Haines.

In summary Cooperative Vocational Education strives to:

1. Aid student learners in developing skills and job intelligence applicable through a correlated program of classroom instruction and on-the-job training.

2. Develop specific skills, knowledge, and attitudes needed by the learner which are required for successful employment.

3. Provide learning within a controlled supervised setting.

4. Provide earnings for students while they learn in both vocational and general education areas.

5. Provide a means for students to answer the problem of self identity.

As we think together about adopting cooperative vocational education to the rural setting I'd like to set the stage by telling you of the situation in my home state, Montana.

Montana's rural high schools can be characterized as:

1. Having little appropriate vocational education for students except Agriculture, Home Economics and Business courses.

2. There is an unprecedented drive towards preparing students for college even though only 56.7% start and of these only 16% finish.

3. Students upon graduating from the community migrate to Montana's three larger cities and out of state where they are ill equipped for employment.

4. The greatest single deterrent to the growth of vocational education has been the fact that schools are too small to do the job effectively and economically.

5. Two types of curriculum maladjustments stand in the way of their becoming reasonably comprehensive:

    a. An overblown curriculum emphasis on college preparation which is out of proportion to the number of college-bound students.

    b. Lack of a balanced vocational program available to help all students select a realistic occupational goal.

6. The more remote the community and the smaller the school, the more poorly prepared is the youngster for the urbanized technological world.

7. Montana's schools too are characterized by:

    a. Great distances to population centers and from other schools.

   b. Weather conditions during a part of each school year are extreme.

   c. Population is scattered and sparse.

   d. Isolation tends to narrow the perceptions held by parents regarding the role of the school and its connecting link to life and work.

8. Small school education is very expensive on a per-pupil basis as compared to schools of larger size.

9. The recruitment and retention of teachers in the small high school is a critical problem.

10. Rarely do schools seek lay advice or counsel from business, commerce, or agriculture about how to make local high school programs more comprehensive.

11. Though there is some controversy about the compared ability level of rural vs. urban students, there appears to be the same range of pupil talent in the small high school as for all high schools. In the small high school insufficient numbers in each group make ability grouping impractical.

12. Inadequate education of rural and small town youth is being cited as causing social problems in large city cultures.

13. Efforts to change vocational education programs in the small high school have in most instances been through the teacher rather than the administrators or school boards, resulting in limited change.

The disadvantaged according to the Vocational Education Amendments of 1968. "...persons who have academic, socio-economic, or other handicaps that prevent them from succeeding in the regular vocational education program."

The people in my own state qualify in the above category for the reasons mentioned and in addition for reasons of geographic isolation. Each local school district must of course justify disadvantaged based on some of the following variables:

1) Distance to major cities
2) Weather conditions
3) Type of roads
4) Economic status of area
5) Needs of people served

In Developing Curriculum for Disadvantaged Rural Youth.

The curriculum must concentrate on those elements of instruction that will contribute directly to occupational proficiency needed for initial and sustained employment. Remedial instruction and social skill development may be a dominant consideration in programs for many of these youth since this seems to be the area of greatest deficiency. Such instruction, however, must be coordinated with the primary concern of vocational education--development of those knowledges, skills, understandings and attitudes needed for successful employment.

1. Provide Appropriate Curriculum:
    a. Remove those deficiencies that normally exclude them from receiving productive rewarding employment upon leaving school. This requires instruction that will improve such things as personality traits and other social competencies, basic general education fundamentals and the desire to reach a chosen attainable occupational goal.
    b. Provide marketable skills which make gainful employment possible. This implies a wide range of levels and degrees of skills to be determined by individual ability and shortcomings, interest and motivation.
    c. Offer a diversity of programs geared to specific interest of individuals and occupational opportunities for gainful employment.

Instituting A Cooperative Vocational Education Program.

If the cooperative program is to be successful all publics in the community must be informed of the program and how it operates. Press releases must be made when the decision has been made to institute the program. The coordinator must appear before service clubs, business and professional organizations and tell the cooperative education story. He must personally contact the prospective students of the program and their parents and enlist their aid.

Conducting the Community Occupational Survey.

Since the cooperative program is dependent upon the business community to provide the occupational laboratories for the student, the teacher or teachers appointed as coordinators must determine what occupational skills are in demand in the community and what businesses will be willing to cooperate with the school in the operation of the program. In order to do this he must contact all potential employers in the community to determine their needs.

The Community in rural Montana and Minnesota will be defined quite differently. Establishing the Advisory Committee. In order to operate a successful cooperative vocational education program the aid of many people in the community is needed. The appointment and operation of an advisory committee will provide some of this needed aid. Among the functions of the advisory committee are (1) Establishment of a criteria for the selection of occupational laboratories. (2) Determining the occupations for which the training should be provided. (3) Determining the instructional content for the program. (4) Aiding in the establishment of occupational laboratories. (5) Aiding the school in obtaining instructional materials and equipment. (6) Aiding in the public relations program. (7) Evaluating the outcomes of the cooperative vocational program. Employing a teacher-coordinator for the program is probably the most important factor in determining the success of the program. This person must be knowledgeable in the cooperative method and also have the ability to work with disadvantaged youth. Each state's plan provides certain standards for education, and experience.

Helping the Disadvantaged Through Cooperative Vocational Education.

The preparation of disadvantaged youth for the cooperative program presents numerous problems. Not infrequently, these young people aspire to jobs which are beyond their capabilities. Equally significant, are the youth who have no aspiration or who possess efficiencies in their basic general education or no basic vocational subjects; social skills too often are painfully obvious. Many of these youth have rejected the idea of compulsory school attendance. On the other hand, meaningful preparatory program prior to the student's enrollment in the cooperative program may overcome some of his shortcomings which make him unemployable. Some of the outcomes of such instruction would be to:

1. Develop a realistic understanding of and respect for the dignity of work.
2. Develop acceptable work habits, attitudes, and skills.
3. Encourage development of self-confidence and self reliance.
4. Create understandings about the roles of employers, civic and community organizations.
5. Develop an awareness of the importance of education in relation to employment.

Examples of cooperative vocational education programs serving rural youth can be found in rural areas of Montana and Washington.

Fairview, Montana:

Objective:	To institute a cooperative vocational education program in Agriculture at the high school level to provide more appropriate laboratory experience in off-farm-agriculture-occupations for fifteen problem senior boys.
Town:	Population 600 Location - North Dakota-Montana border Business - General mostly serving the rural agricultural area.

Placement:	Students were placed according to their occupational objectives in as much as possible.
Pay:	Mutually agreed upon between employer, student and school coordinator.
Related class:	In addition to students being enrolled concurrently in the agriculture class in the area of farm management they were also enrolled in a general occupational preparedness class.
Teacher of related class:	The related occupations class was being taught by five general and vocational teachers who had experience with the world of work in specific areas.
Supervision:	Laboratory experience supervision was carried on by the teacher of agriculture.
Outcome:	The 15 boys completed school, all pursued post-secondary education in areas of vocational-technical education.

Mosey Rock, Washington:

Population:	400
Location:	In the Spokane, Washington, area. Primarily an agricultural area.
Objective:	To involve every high school youth in an out-of-school educational world of work experience in which they will receive both release time and school credit.
Method:	Bring business to school campus. Bring students to local businesses. Bus students to local businesses in the nearby town of Spokane.
Teacher:	Hired a qualified teacher-coordinator for \$15,000/yr./one year in advance to plan the program.
Goal:	Develop better self realization, and a positive attitude about the world of work.

More details about the above two programs may be acquired by writing to the above mentioned schools.

Though it is apparent that the cooperative vocational method of instruction is not a panacea for all educational ills, it may provide one of the promising techniques to bring relevance to the consumers of education. Students through this method may see the application of skill and knowledge applied to real life situations. The outcome hopefully will be productive well adjusted citizens.

EVALUATING PROGRAMS FOR THE DISADVANTAGED

R. Paul Marvin and George Copa

Evaluation as a process is generalizable between educational programs. The process of evaluation which is presented in this paper is that of locally directed evaluation as developed and tested by Byram.[1] In this process, evaluation is defined as the process of making judgments about the worth of a vocational education program. The worth of a program is determined by comparing program objectives and goals with program attainments.

The critical questions in initiating the evaluation are: (a) what is the purpose of the evaluation, and (b) for whom are you evaluating. Example reasons for evaluating might be to justify a program, to improve a program, to meet state requirements, to make better decisions. Evaluations might be conducted for teachers, administrators, boards of education, communities, or state departments. Whatever the case, decisions concerning "what purpose" and "why" of the evaluation should be clearly stated before beginning.

The answer to the two previous questions should have implication for determining the scope of the evaluation to be implemented. The scope might be the total vocational program in a community or one particular course. In evaluating programs for the disadvantaged, it is recommended that the scope be the total vocational program of a community. This approach is recommended since disadvantaged persons may well be in several courses at the same time.

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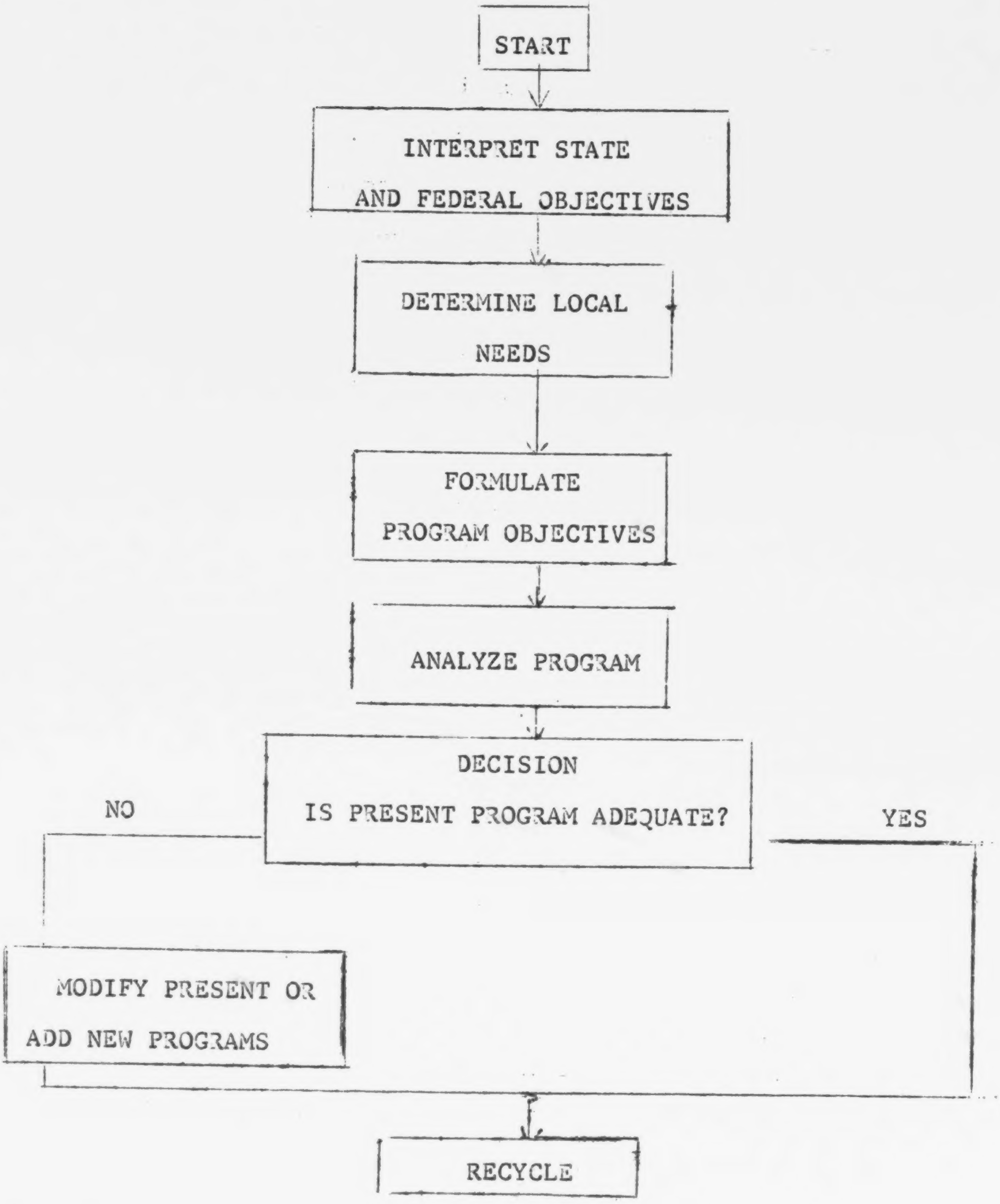
[1] Byram, Harold M. and Robertson, Marvin. Locally Directed Evaluation of Local Vocational Programs, A Manual for Administrators, Teachers, and Citizens, Michigan State University: East Lansing. March, 1970.

Place of Evaluation

The place of evaluation in the decisions made in operating vocational education programs is shown in Figure 1. The first step in this operation is to interpret state and federal objectives for vocational education in terms of implications for your program. Next, the local needs of your community must be determined in terms of particular educational programs. In the case of the disadvantaged, this would mean identifying the socially, economically, and educationally disadvantaged people in your community and then deciding their educational needs.

Figure 1

Place of Evaluation -- An Overview


START
INTERPRET STATE
AND FEDERAL OBJECTIVES
DETERMINE LOCAL
NEEDS
FORMULATE
PROGRAM OBJECTIVES
ANALYZE PROGRAM
DECISION
IS PRESENT PROGRAM ADEQUATE?
NO
YES
MODIFY PRESENT OR
ADD NEW PROGRAMS
RECYCLE

Using state and federal objectives and information on local needs, objectives for a total vocational program to meet these needs can be stated. The present program offerings can then be inventoried as to whether or not they are meeting the total program objectives. This decision is the place of evaluation in operating vocational education programs. It is the process of deciding if the present program is adequate in terms of total program objectives and if not, how the present program should be modified or which new programs added.

Elements of Local Evaluation

There are several elements that are required of a successful evaluation effort.

Commitment by Local Administration

Local administrators must be involved in the evaluation process. They should be informed as to purpose of the evaluation and how it will be conducted. A commitment from them in the beginning will insure consideration of the results in the end.

Competent Leader

The person who is assigned the responsibility of evaluating the disadvantaged programs should be competent in working with the disadvantaged and with other members of the faculty and administration. This ability to plan, organize and conduct the evaluation will determine its success.

Functioning Advisory Committee

In the case of the disadvantaged, this may mean an advisory committee just for programs for the disadvantaged or representatives of disadvantaged persons on regular advisory committees. The advisory committees can be very helpful in determining local needs for programs for the disadvantaged. They are also useful in planning the content of educational programs for these persons and as sources of feedback on the success of the programs.

Training for Procedures

It has been found that help is needed by local educators in the various procedures that can be used to collect and analyze information for evaluation. Workshops are one means of providing this help.

Provision for Time

Evaluation is an activity that requires time from people it involves. Administrators should be willing to provide this release time as part of their commitment.

Evaluation Process

An overview of the activities in the systematic process of locally directed evaluation is presented as an excerpt from Byram (1, p. II:3-6). This process is represented in Figure 2.

Studying the Existing Programs

The next step to be undertaken is a study of the current program of the school contributing to preparation for the world of work. The members of the staff working committee should retrieve and disseminate information regarding specialized courses being offered, with enrollments; related general courses; and the vocational guidance program. Others to be involved in this to a lesser degree, but also on the receiving end of communication, are all serving on organized committees. The information is to be considered in the light of the characteristics of the community and school situation.

Stating Philosophy and Objectives

Evaluation properly starts with objectives, and includes gathering evidences of the extent of attainment of them. All staff members should assist in thinking through and writing down statements of philosophy, and of general objectives of the school program as they pertain to the preparation of youth and adults for entrance to and advancement in the world of work. Objectives of courses and of instructional units contribute to these, but they do not constitute program objectives.

Formulating Criterion Questions

A criterion question is one which places the objective or a subsidiary objective in such a way that an answer is called for that would help to measure the attainment of the objective. The task is to identify questions and have them worded in such a manner that they may be answered negatively, positively, and/or with degrees of these. It may not be necessary to word such questions for objectives that are narrow and specific. Occasionally a broad objective would suggest several questions relating to it.

Identifying and Obtaining Evidences

The evidences referred to are those data and other information the staff is willing to accept as answers to the criterion questions. It also involves identification of the sources of and the means of obtaining or retrieving such information. Finally, it involves the assembly and classification of information gathered. This may relate to former students, to manpower needs, and to present students and potential other clientele.

Analyzing, Interpreting and Reporting Information

The analysis of information obtained is for the purpose of answering the criterion questions previously set up. Much of this information is to be analyzed by the leadership team, with assistance from the staff and the citizens' committees. Resource persons and consultants may be needed for this as well. Reports would include both interim or progress reports and final reports. Some oral or "capsule" reports will be given to the administration and to the public, as desired.

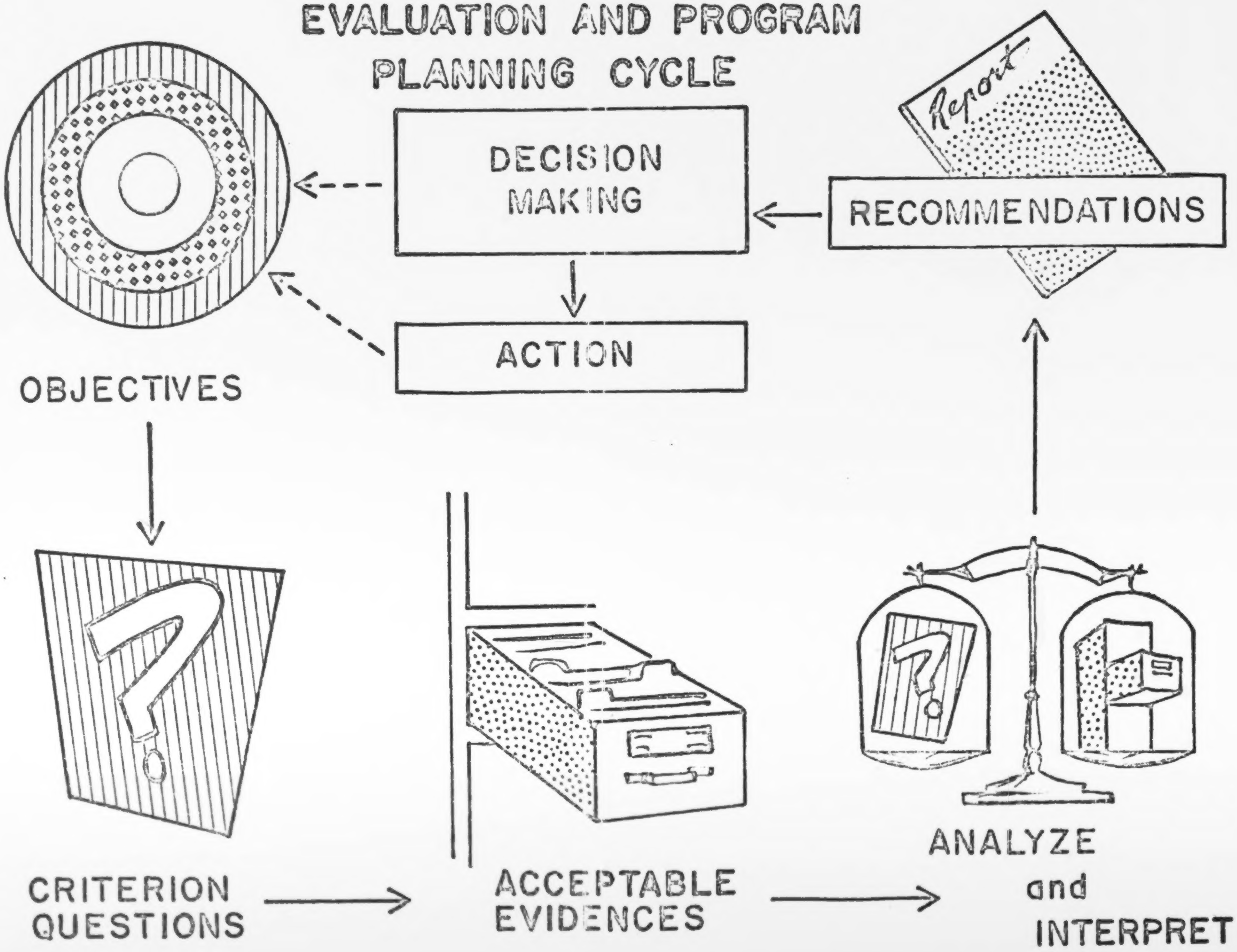
Formulating and Implementing Recommendations

This culminating activity is directed by the evaluation leader but involves, to a greater or lesser degree, all who have helped with the preparation for this step, as well as those who are responsible for carrying out the recommendations. These include the administrators, but may also include the members of the faculty and citizens.

The interrelationship of these steps is illustrated in the accompanying figure. It is obvious that once the cycle has been completed the process is renewed through re-examination of the objectives of the program in the light of the findings and recommendations of the study.

See Figure 2.

Figure 2.


EVALUATION AND PROGRAM PLANNING CYCLE
DECISION MAKING
ACTION
Report
RECOMMENDATIONS
OBJECTIVES
CRITERION QUESTIONS
ACCEPTABLE EVIDENCES
ANALYZE and INTERPRET

More on Acceptable Evidence

The questions related to acceptable evidence are what kind, from whom, when collected, and how collected. Validity of the evaluation will depend on how these questions are answered.

A number of alternative answers to the questions concerning acceptable evidence are presented in Figure 3. The alternatives listed are not intended to be an exhaustive list--only a sample of the possibilities.

See Figure 3.

Special attention is required of the list answering the questions, "When collected?" An important piece of evidence when evaluating programs for the disadvantaged will be a summary of changes that have occurred as a result of program participation. One method of documenting such changes is the use of before and after measures. A good example of this approach was used by Austin and Sommerfield.[2]

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[2] Austin, John J. and Sommerfield, Donald A., An Evaluation of Vocational Education for Disadvantaged Youth. The Public Schools of the City of Muskegon: Muskegon, Michigan. 1967.

Figure 3.

Acceptable Evidence

WHAT	WHO	WHEN	HOW
AGE	STUDENT	BEFORE/AFTER	FOLLOW-UP
SEX	PARENT	CONTROL/	SELF-EVALUATION
MARITAL STATUS	TEACHER	EXPERIMENTAL	INTERVIEW
RACE	ADMINISTRATION	DURING	QUESTIONNAIRE
EDUCATIONAL STATUS	COUNSELOR	LONGITUDINAL	TEST
INCOME	EMPLOYER		RECORDS
ACHIEVEMENT	AGENCIES		
INTELLIGENCE			
OCCUPATIONAL STATUS			
PERSONALITY			
ATTITUDE			
APTITUDE			
JOB SATISFACTION			
SUPERVISOR'S RATING			
JOB SEEKING TIME			
ADEQUACY OF PREPARATION			
ADDITIONAL TRAINING INTERESTS			
INTENSITY OF INSTRUCTION			
EXCELLENCE OF INSTRUCTION			
COST OF INSTRUCTION			

How the Process Might Work

Evaluation procedures should ultimately determine if the objectives of the program have been achieved. The objectives are often stated in general terms for programs but may require several subsidiary objectives to adequately clarify the goals. An example for a total school program for the disadvantaged might be:

To provide educational opportunity for youth and adults in our school area considered disadvantaged, which will help to place them in an advantageous situation. Such a broad objective immediately suggests some questions which must be answered to determine if the objective is being achieved. Some suggested criterion questions which might be asked are:

1. How many disadvantaged are there in our area?
2. What are their disadvantages?
3. Does our present program provide for the special needs of the disadvantaged?

The next step in a systematic evaluation after determining the criterion question is to decide what evidence we are willing to accept to determine if the objectives have been met.

Question number one from above will require that we have defined the disadvantaged in terms of economic, education and cultural background, realizing of course that some may be disadvantaged in more than one way. If for purposes of illustration we consider the economically disadvantaged, where do we search for information which will identify the number of economically disadvantaged? An established level of a minimum of $3,000/yr. income per family has been used to designate an economic disadvantage. If $3,000 annual income is to be accepted as evidence of economic disadvantage we must try to identify those below that figure. Some sources of information may be:

1. Welfare agencies
2. Income tax returns
3. Surveys

The criterion question will have several subsidiary questions. The age, the sex and many more specifics will be a part of the information necessary in determining how many disadvantaged are in an area.

After we have evidence as to how many economically disadvantaged, the task is not complete until we determine those who are considered disadvantaged culturally, educationally or in some other capacity.

Answers to the criterion question which will determine the extent to which objectives have been met must be sought from whatever sources are appropriate. In answer to the question of whether our present program is providing for special needs of the educationally disadvantaged, we could study curricula, survey the teachers, possibly conduct a follow-up of former disadvantaged students or involve a citizen committee to name a few of the possibilities.

After answers to questions have been obtained which determine how well the program is meeting the objectives, a report of the findings and recommendations should be made to the decision makers. They will then do one of three things a) determine that the objectives are being adequately reached with no changes, b) change or expand the program to correct discovered deficiencies, or c) change the objectives of the program.

Summary

The purpose of evaluation is to produce and select alternative ways of programming a particular operation. It requires reliable and verifiable evidence as a means of insuring objectivity in production and selection.

Evaluation can be thought of as a process of comparing objectives and results. This process is subjective in nature, however objective information can sharpen its validity. Objectivity is enhanced by using hard data (quantifiable), baseline measures (before and after), control and experimental groups, and longitudinal information.

In warning to the naive, it seems all evaluations have their limitations. Not all variables can be quantified. For educational programs, there are many factors external to the school which may have important bearing on program success. The identification and measurement of these external factors is not always complete. Therefore, it is important to recognize an evaluation for what it is and use it in that perspective.

EVALUATION

Evaluation steps and reports are divided into three parts: 1) Evaluation by participants with summary included herein, 2) Interim Evaluation report by committee with a copy included herein, and 3) Follow-up Study of projects resulting from this project. The results of the follow-up study will be made available in a separate document at a later date.

EVALUATION BY PARTICIPANTS

I. TOPICS OR AREAS COVERED

A. What topics or areas would you like to see if another such program is held?

Participants were usually very well satisfied. Two significant comments appeared. (1) Try to reach more general educators. (2) Use more resource people who are actually working with disadvantaged people in successful local projects.

B. Please comment on the choice of areas or topics.

Participants favorably impressed with area covered. Some expressed need for more work with (1) funding, (2) legal aspects, (3) program writing, and (4) elementary guidance.

II. YOUR PARTICIPATION

A. Did you feel that you got a chance to participate in activities other than as a listener?

Institute members were generally very pleased about being able to take part in small group discussion followed by a summary for each half-day session. More advance preparation of discussion leaders for the small groups would be helpful.

B. Do you have suggestions regarding ways to increase or improve participation?

Few suggestions were given. Those that were given related to group leader preparation and to involving more general educators.

III. APPLICATION TO YOUR WORK

A. In what way do you feel that you can use information or insights developed here in your own work?

Participants listed (1) greater awareness of the problem; (2) change in attitude toward problem; (3) stimulation to try new approaches; (4) new concepts; (5) involving other faculty members; (6) more individualized instruction; (7) special projects. Members felt that Institute related very well to their work.

IV. GENERAL COMMENT

General comments were very favorable. One member stated, "Very good. Most important result of program--change in attitude, and we were exposed to new methods of assisting disadvantaged and handicapped."

INTERIM EVALUATION REPORT

TRAINING INSTITUTE FOR RURAL DISADVANTAGED PROJECT -- BEPD #2529

Introduction

This report is written as an interim evaluation report of the "Training Institute for Rural Disadvantaged", BEPD Project #2529. This one-week institute was conducted for vocational teachers, administrators, counselors, and others who have key responsibilities in educational institutions which serve the rural disadvantaged. The purpose of this institute was to assist these persons to be better able to assess the needs of the rural disadvantaged and to be better able to meet the particular educational needs of these people.

This institute was funded by the Bureau of Educational Personnel Development under the provisions of the Education Professions Development Act. The states of North Dakota, South Dakota, and Minnesota cooperated in carrying out this project. Personnel from the State Universities and State Vocational Education Staff members in the three states joined in the planning and operation of the three one-week institutes, one in each of the three states. These were held during the week of August 17 - 21 with 119 participants.

On October 2, 1970, an evaluation committee representing each of the states met to make a preliminary examination of the effort and its impact. The balance of this report contains that evaluation in two major sections--1) policy or conceptual and 2) implementation or operational.

Policy or Conceptual Evaluation

A major conceptual impact of the project has been in the way the people concerned with the project now view the disadvantaged problem. Many people now visualize this problem to be much larger in scope and more severe in degree. The effect of the institutes has been to sharpen the focus on the disadvantaged and make the problem stand out as much more real and urgent. The sharpened focus on the scope and nature of the problem has illuminated a distinct need for several other steps.

Planning of a highly developed nature will be necessary to deal with the problems of the disadvantaged. There are many agencies concerned with these problems. Many different kinds of professional people are involved in these organizations and are involved in the planning efforts of these agencies. There are different ingredients for planning in these different agencies. A critical ingredient of such multi-agency planning is integration and coordination. Maximum results will not be achieved without such sharing of both the planning and implementation of programs for the rural disadvantaged.

Administration of programs for the disadvantaged and the handicapped contain certain built-in problems. Some of these are legal questions connected with the 15% and 10% fund set-aside provisions. One conceptual question which arises is, "Is the disadvantaged person also handicapped?" The handicapped are identified by clinical criteria. Thus separate groups may be identified for funding and for teaching programs. In the case of the disadvantaged, no such clinical criteria are available for identification, program design, and funding designation. However, some method of identification is required to operate the program. Much more effort is needed to provide guidelines and to assist in this administrative problem of operating programs for the disadvantaged.

The shortage of voluntary social service agencies in sparsely populated rural areas was brought more sharply into focus as a result of this project. This shortage of such agencies in rural areas presents a unique facet of the problem in rural areas compared to urban areas.

As a result of this group of institutes and the planning efforts required, the institutions involved have begun to generate efforts that could not be generated in other ways. The mounting of a program to meet a common need generated strong and continuing efforts to solve this common problem with local, state and regional efforts. Several local projects have become operational. This newly generated effort will extend to a united effort to solve other educational problems in a similar manner.

Implementation and Operational Evaluation

The efforts of this project have revealed several operational needs involved with implementing programs for the disadvantaged. Much was learned about these needs as they relate either to workshops for professionals or for operating local programs for the disadvantaged.

A new look must be taken at the content of programs for the disadvantaged. A system of codification and sequence of this information is needed. There is a critical need for the further development of a body of literature in the field.

There is a great need to involve many different kinds of professionals, both as staff members and as participants in institutes to help prepare professional workers. There is a need for the expertise of many different professionals in operating programs for the disadvantaged. A system is needed to make more efficient use of professional help to identify the real needs of the disadvantaged. One important question is the identification of those who should be associated with such an effort.

The regional or inter-state approach has distinct benefit because of the nature of the sharing method. This system of joint effort does create some problems of scheduling and timing, but these are overcome with proper planning and cooperation. A very major benefit of this effort has been to enlarge the "territory of sharing". Such sharing has been done previously in regional educational laboratories. This institute has added a new and important dimension to sharing in this region.

There is at present the strong consideration of the use of the former Glasgow Air Force Base facility as a regional base for educational programs for the rural disadvantaged. Cooperation between the states and within the regions has also been sharpened and increased.

Follow-Up Study

A considerable number of local projects for rural disadvantaged have been planned and implemented following the three-state "Training Institute for Rural Disadvantaged". A detailed follow-up study is planned to identify these projects and to examine the impact of this project in detail.

Summary

This project has generated a concerted effort by educational agencies in several states to seek a solution to a common problem. This first year institute has provided the impetus for the beginning of a considerable number of local projects for the disadvantaged. It would be especially advantageous if a renewal of the program could be funded and carried out during the summer of 1971 to continue the impetus generated by this project. It is hoped that further Federal funding assistance will be made available to continue this effort to the point where it becomes programmatic in the vocational education efforts of the states in this area.

EVALUATION COMMITTEE

Dr. R. Paul Marvin, University of Minnesota
Dr. Gordon I. Swanson, University of Minnesota
Dr. Hilding Gadda, South Dakota State University
Dr. Donald Priebe, Project Director
North Dakota State University

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